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## ABSTRACT

This report from the National Center for Higher Education Management Systems (NCHEMS) focuses on community college services provided to the people of the Commonwealth of Pennsylvania. The objectives of the study are to determine what services are being provided, what the barriers are to the provision of these services, and what steps might be taken to remove some of the barriers. NCHEMS concludes that urgent issues facing the Commonwealth require that Pennsylvania undertake fundamental reform. Overall policy recommendations point toward two objectives: strengthening the capacity of community colleges to serve their regions and critical state priorities such as workforce development, and ensuring the availability of community college services in all regions of the state. On the New Economy Index, Pennsylvania ranked 24th in the nation but ranked 43rd in the category of workforce development. Eleven percent of Pennsylvania's population was estimated to be living in poverty in 1997, but the percent was much higher in some regions. With the exception of Philadelphia, the counties with the highest levels of poverty are not served by community colleges. Furthermore, 48% of the state's total population was estimated to be at the two lowest levels of literacy in 1996. The report offers recommendations for reform. (Contains 44 figures, 9 tables, and 10 references.) (NB)



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# Community Colleges and the Future of Pennsylvania: An Agenda for Public Policy

## A Report for the Pennsylvania Commission for Community Colleges

October 1, 2001

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## Executive Summary

### Introduction

Many of the states with which Pennsylvania competes have recognized that a strong, statewide community college network linked to the future economy and quality of life of their regions is an essential prerequisite to compete in the New Economy. Pennsylvania has not made a policy commitment to such a statewide capacity. Instead, Pennsylvania has evolved – not through deliberate state policy but through expansion of separate systems – a network of separate and largely uncoordinated public institutions at a less-than-baccalaureate level. As emphasized in the findings of this study, such an uncoordinated network does not add up to an effective system for providing community college services to each region of Pennsylvania.

Numerous studies have documented policy issues related to the Pennsylvania community colleges in the past 38 years since the first enabling legislation was enacted in 1963. The Pennsylvania General Assembly, in 1982, adopted a statement of policy, still in effect today, "...to encourage and facilitate the development of community colleges within reasonable commuting distances of every citizen of this Commonwealth."<sup>1</sup> This policy objective has not been achieved.

### Objectives

The focus of NCHEMS' study was on community college *services*. Therefore, the questions addressed by NCHEMS were:

- To what extent are community college services being provided to (available to) people in the Commonwealth?
- What are the significant variations in provision?
- What are the barriers to necessary provision of these services?
- What short- and long-range policy alternatives should be considered?

The current project's intent was not to repeat the analysis of previous studies but to synthesize this earlier work and then to:

- Put the community colleges in the context of unmet needs of the Commonwealth of Pennsylvania.
- Identify barriers to meeting the unmet needs of the state – state and local policy (financing, regulation, and governing structures).
- Recommend steps that might be taken to remove some of these barriers and to create:
  - A more positive environment for delivery of community college services in Pennsylvania

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<sup>1</sup> 22PA.Code35.1.a. of the School Code.

- A better understanding of financing and governance structures that would better serve both the Commonwealth of Pennsylvania and its loosely knit "system" of community colleges.

## **Observations and Findings**

### ***Pennsylvania's Population, Economy, and Higher Education Performance***

Pennsylvania faces serious challenges with an aging population, a comparatively under-educated and unskilled workforce, and significant regional disparities in the quality of life and economy. The Commonwealth has many outstanding colleges and universities, including the 14 community colleges. Notwithstanding the strength of these individually, the evidence suggests that there is a significant mismatch between that capacity and the needs of large segments of the Commonwealth's population. Examples from data analyzed in the full report are that:

- In comparison to states with which Pennsylvania competes, fewer recent high school graduates in Pennsylvania go on to higher education.
- Despite comparatively low levels of education attainment and adult literacy in higher education, fewer working adults participate in higher education than in many states.
- Affordability is a significant issue in Pennsylvania for all students, but especially students attending part-time.
- Fewer employers in Pennsylvania – compared to competitor states – report that they are satisfied with how colleges prepare students for work.

The community college mission is directly related to these issues, yet these services are available to only a portion of Pennsylvania's population.

- The community colleges are *the primary providers* of lower-division part-time opportunities in Pennsylvania higher education.
- The presence of a community college in a county is directly related to higher participation rates for first-time, full-time freshmen and especially part-time students.

### ***Availability of Community College Services in Pennsylvania***

While the existing community colleges are providing valued and needed services to their communities, significant improvements are necessary in order for these institutions to function at the level of "best practice" for community colleges. Serious gaps in the availability of community college services exist in the non-sponsor counties served to a limited extent by existing colleges, and most importantly, in the large parts of the state where no community college currently delivers services.

### ***Unique Culture of Pennsylvania***

Beyond the information on Pennsylvania's demography, economy, and higher education performance, certain aspects of the Commonwealth's culture are fundamental to an understanding of the development of community college services in the state. One could view

these points as "givens" or underlying assumptions for the development of policy alternatives. Without extensive elaboration, these points about Pennsylvania should be kept in mind:

- Distinct regions and cultures.
- Strong tradition of local control.
- "Provider" perspective dominates policy deliberations.
- Pervasive "private," market-oriented nature of system.
- Focus on 4-year baccalaureate degree as goal.

### ***Policy barriers***

In the review of previous studies and reports, and in interviews, NCHEMS identified an extensive list of policy barriers to the development of community colleges in Pennsylvania – many stemming from the points about history and culture summarized above. There are four principal policy barriers:

- **No explicit state recognition and support of the community college mission**

NCHEMS found that, in contrast to other states with fully developed community college networks, Pennsylvania has never made a full commitment to the community college mission – especially as reflected in these conditions:

- The community colleges are treated as "just another sector or group of providers," not unlike the for-profit and independent sectors, despite their status as public institutions with unique missions to serve public purposes.
- The community colleges are funded by the Commonwealth as "revenue sharing" (state sharing the cost of what is fundamentally a local function), not as an explicit state policy objective.
- There is a sharp contrast between the reality of the mission of the colleges – who they actually serve, the programs they offer, and the extraordinary benefits they provide to individuals and their communities – and the perceptions of the mission among key policy leaders.

- **Lack of leadership capacity at the state level for consistent attention to this mission**

- Lack of an effective policy framework for strategic planning and coordination of higher education in Pennsylvania.
- Lack of a state entity explicitly committed to the mission of developing community college services throughout the Commonwealth and with the capacity to pursue that mission.
- Lack of a venue to develop and implement a long-term financing policy for community colleges and community college services in Pennsylvania.
- Lack of essential data to make informed decisions about higher education policy from a student/client/public perspective.

- Lack of a state-level venue for "system" functions and services that cannot be performed by individual colleges and are difficult to accomplish only through the Pennsylvania Commission for Community Colleges, a voluntary membership organization.
- Lack of consistent, coordinated advocacy of the community college mission.
- **Outdated and seriously flawed financing policies that are inconsistent with the community college mission.**

The current financing policies seriously hinder the community colleges in carrying out their missions and in serving the Commonwealth. The complexity and nuances of the current financing policy cannot be overstated. The complexity is in itself a major policy barrier. Numerous specific issues in financing policy have been documented repeatedly over the past decade. The following is only a summary of some of the most frequently cited issues, grouped according to four broad themes:

- Lack of alignment of financing policy with the community college mission.
- Serious disincentives for effective planning and management.
- Inability or unwillingness of local sponsors to provide financial support.
- Lack of policy incentives for collaboration among institutions at a regional level or across the Commonwealth.
- **Inconsistencies between intent of Commonwealth workforce development initiatives (Team Pennsylvania) and the fiscal and regulatory environment that constrains the community colleges' workforce development efforts.**

Pennsylvania is undertaking an impressive, far-reaching initiative under the umbrella of Team Pennsylvania to implement a comprehensive, customer-focused, seamless workforce development system. What is missing in the current Team Pennsylvania and related initiatives is a commitment to the core institutional capacity at the community colleges and in every region of the state to ensure coherence and continuity in service. Experience throughout the country shows that adult learners, especially adults in the workforce, are unlikely to benefit from technology-based delivery of content without local core support services at the "learning site," including access to learning resources and technology.

Serving as "learning sites" providing essential support services for learners is one of the most important dimensions of "best practice" in community college services. Yet, as described earlier in the summary of policy barriers, the Pennsylvania community colleges are severely limited in their capacity to provide these services in the current policy environment. Changes in state leadership and financing policy are essential to make it possible for the colleges to be full participants in Pennsylvania's workforce development strategies.

## **Recommendations**

NCHEMS concludes that urgent issues facing the Commonwealth require that Pennsylvania undertake fundamental reform. Technical changes in the current arrangement will not be

sufficient. How these changes actually take place – whether through sweeping change in one legislative session or step-by-step changes over several years – will depend on the extent to which the Commonwealth's policy leaders are willing to lead change.<sup>2</sup>

### **Overall policy objectives**

The following policy recommendations aim at two policy objectives:

- Strengthen the capacity of existing community colleges to serve their regions and critical state priorities such as workforce development.
- Ensure the availability of community college services in all regions (counties) in Pennsylvania.

### **Policy with regard to state leadership and local governance**

NCHEMS recommends that Pennsylvania change the state-level structure for leadership and coordination of community colleges and take steps to strengthen local governance.

#### ***Criteria for leadership and governance policies***

- Create a state relationship with community colleges that respects:
  - Strong local governance
  - Multiple funding sources (state, local, students, employers, other)
- Distinguish between responsibility for:
  - Ensuring access to community college services (state responsibility); and
  - Sustaining institutions (local responsibility)
- Sustain and strengthen local governance
- Provide a policy framework recognizing and supporting different structures and policies
  - At each community college
  - Within each region in relationship to unique needs and unique configurations of existing resources
- Respect a preference/culture for “market” oriented approaches as opposed to regulation/bureaucratic approaches

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<sup>2</sup> Reflecting the different conditions facing each college, Pennsylvania's community college leaders differed significantly in their sense of urgency about the need for policy change. In the course of this study, some argued that the focus should be on relatively technical changes. Others urged that NCHEMS consider fundamental changes in the overall system.

- Do not link the governance of community colleges to universities – maintain a “firewall” between sectors with significantly different missions and faculty reward systems

### *Recommendations on leadership and governance*

#### **State leadership and services**

- **Create a new statewide community college services entity.**<sup>3</sup> Transfer to this entity all responsibilities for community colleges as defined in the Community College Act from the jurisdiction of the State Board of Education and Pennsylvania Department of Education. The new statute should emphasize appropriate policy leadership and coordination authority at the state level, balanced by strong local responsibility for governance.
- **Establish the statewide community college services entity as “...a body corporate and politic constituting a public corporation and government instrumentality”** – with the same independence as the Board of Governors of the State System of Higher Education.
- **Establish the basic mission of the new entity** to be to:
  - Support the capacity of each of the colleges to serve its region,
  - Link the community college services network to the major priorities facing the state,
  - Advance the development of community college services in all regions of the Commonwealth, and
  - Hold the system and its components accountable to the state and public.
- **Make explicit that the entity *would not* govern institutions.** Responsibility for governance should remain with local boards and/or other local/regional entities established to ensure availability of community college services.
- **Provide for a board of directors with some members appointed by the governor and others by the legislative leadership.** Members should not be employed by, or have any official capacity at, institutions of higher education.
- **Establish an advisory council to the board of directors comprised of board members and presidents** (appointed by the current Pennsylvania Commission for Community Colleges or its successor voluntary membership association).
- **Provide for a single state appropriation for community college services to the entity according to a simplified formula based on state priorities.** Charge the entity with responsibility for developing the criteria for allocation of funds to community colleges and for other purposes (see financing recommendations below).

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<sup>3</sup> One alternative is to name the new entity the Pennsylvania Commission for Community College Services and to rename the current Commission as the Pennsylvania Association for Community Colleges. The word “Commission” is appropriate for a governmental entity while the word “association” would reflect the voluntary membership structure of the current organization of presidents and board members.

- **Establish functions of the statewide community college services entity as:**
  - Allocating state funding to advance the community college mission in Pennsylvania (see financing recommendations below).
  - Developing the central role of community colleges in state and regional workforce development strategies.
  - Ensuring accountability to the governor and legislature for state priorities and proper and efficient use of state resources.
  - Providing a venue for addressing issues requiring statewide solutions, for example:
    - Common approaches to issues such as data and reporting, course/module descriptions, and course numbering.
    - Articulation, transfer, and reciprocity (among community colleges and with other sectors).
    - Pennsylvania Virtual Community College Consortium.
    - Initiatives to achieve economies of scale while maintaining local control.
  - Supporting effective local governance of community colleges, including providing technical assistance to institutions that may be in transition in local governance or sponsorship.
- **Assign lead responsibility to the new entity for extending community college services to all regions of the Commonwealth that do not now have full access to these services, drawing to the maximum extent possible on:**
  - The capacity of the existing community colleges and the Pennsylvania Virtual Community College Consortium.
  - Collaborative relationships with existing institutions located within underserved regions (e.g., the State System, Penn State Commonwealth Colleges, the University of Pittsburgh, Temple, and area vocational/technical institutions, as well as the independent and for-profit sectors).
  - Alternative modes for ensuring access to community college services, including building on the foundation created by the community education councils.

#### **Local governance**

- **Strengthen local governance of community colleges**
  - Provide for a transition to board memberships with defined terms (e.g., two consecutive six-year terms).
  - Reduce the size of boards toward the goal of boards with no more than 11 members.
  - Phase out school district sponsorship of community colleges and move to new sponsorship/governing arrangements (e.g., county or independent public corporation serving as the governing board for a regional – multi-county – community college).

- Provide a transition period with options for community colleges to move to new requirements over a 4- to 8-year period.

## **Financing policy**

### ***Criteria for policy alternatives on financing***

- Assign responsibility for implementing financing policy to an entity that has explicit responsibility for the mission of community college services and align financing policy with that mission (e.g., the mission to provide services that are flexible and responsive to student/client needs and to provide workforce training).
- Shift from the current Commonwealth policy of financing based on "reimbursing costs" to a policy of "purchasing services."
- Promote connections with workforce development and other public priorities.
- Base financing policy on a realistic assessment of the ability of students to pay, and the capacity and willingness of local sponsors and the Commonwealth, to share in financing responsibility.
- Ensure that students have access to community college services at a price that is not determined by their place of residence within the Commonwealth.
- Provide a policy framework for providing services to non-sponsor, unserved areas.
- Provide incentives for effective local governance and management (strategic planning and efficient and effective use of resources).
- Ensure fiscal stability, but provide for:
  - Responding appropriately to rapid growth.
  - Cushioning the impact of periods of decline.
- Provide for capital investment aligned with the community college mission:
  - Initial capital developments as well as renewal of assets.
  - Buildings as well as the necessary technology.
  - Capital investment for core capacity (primarily technology) for institutions and educational centers to serve as "learning sites" for programs, courses/modules delivered by other providers (e.g., through the Pennsylvania Virtual Community College Consortium or other providers).
- Provide incentives for collaboration among community colleges and between community colleges and other institutions (State System and State-Related institutions, area vocational/technical institutions, and others), especially in serving underserved counties.
- Greatly reduce the complexity of, and ambiguities in, the community college financing policies and regulations so that the objectives and bases for accountability are clear to the Governor, the General Assembly, sponsors, boards of trustees, and the general public.

- Provide for phased implementation to allow the Commonwealth, sponsors, and boards of trustees the time to make changes in policy necessary to ensure a smooth transition.

#### ***Recommendations on financing***

- **Transfer responsibility for community college financing policy from the Pennsylvania Department of Education to the new statewide community college services entity (paralleling the responsibility for financing policy of the Board of Governors of the State System of Higher Education).**
  - Appropriate all funds for all community colleges and community college services to the new entity. An annual appropriation would be made to the entity based on a budget request.
  - Assign responsibility to the new entity for allocating state funding for community college services to institutions and other entities, in full consultation with the Governor and General Assembly.
- **Change from the current Commonwealth policy of “reimbursement” based on the current year’s enrollment, to “purchase” of community college services at an established price per FTE (or SCH) or other objective bases.**
  - Determine enrollment (or semester credit hours) not on the current year’s enrollment but on a rolling average enrollment calculated over several years in a manner that would provide (1) a degree of stability in down-turns but (2) recognize rapid increases.
  - Incorporate funding for advanced technology, occupational, statewide, and other special, high-cost functions currently supported by “Stipend” payments into the basic allocation formula through “weighting” of the base allocation as is done in many other states’ higher education funding formulas. Base the allocations on *courses or modules* rather than programs would be incorporated
  - Provide state funding for both credit and non-credit courses, explicitly including non-credit courses for workforce development training. Eliminate the current 70% limitation on reimbursement for non-credit workforce training courses.
  - Continue to provide for a 50/50 sharing of capital costs between the Commonwealth and local sponsors, but revise the capital financing policy to:
    - Update the current space approval formula and related policies to reflect the missions of community colleges to serve students and clients at times and places that meet their needs (e.g., in the evenings and on weekends), and to provide non-credit workforce training.
    - Assign to the statewide community college services entity the responsibility for developing the criteria and methodology for capital financing
  - Establish a Commonwealth Community College Workforce Challenge Fund and a State Priorities Fund (see below).
- **Assign to each community college the responsibility to establish student tuition and fees at levels consistent with the community college mission (e.g., one-half to three-fourths of the tuition and required fees at State System institutions).**

- Determine tuition and fee levels on the basis of students' ability to pay, not (as currently) on a percentage of costs. The state statutory requirement that limits tuition to one-third of cost would be eliminated.
- Establish at each community college common tuition and required fees (price) for Pennsylvania-resident students in both sponsor and non-sponsor areas. In other words, the current practice of charging higher tuition to students from non-sponsor areas would be eliminated. Because this change would have significant implications for how each college manages its revenue sources, each community college would be responsible for developing a phased implementation to avoid unnecessary disruptions for students and the institution.
- Assign responsibility to the statewide community college entity for establishing the tuition and fee rates for the Pennsylvania Virtual Community College Consortium taking into consideration the average of tuition and fees charged by all community colleges.
- Authorize community college boards of trustees, with approval of local sponsors, to "buy down" the tuition for sponsor-area residents from the community colleges' common tuition and fees established by the board (see below the options for use of Workforce Challenge Funds).
- **Assign to local sponsors the responsibility for funding 50% of capital costs, "learning-site" services costs to ensure access to community college services provided on-site or through distance (e.g., Web-based) delivery, and such additional services as the sponsors deem appropriate.** "Learning-site" services costs, to be defined by the state community college services entity, would include access to administrative support services such as registration, student accounts, etc., and student developmental services such as tutoring, academic advising, personal counseling, career counseling, and library services. Also included would be availability of technology necessary for students to access Web-based courseware and services. As indicated above, NCHEMS recommends that Pennsylvania phase out school district sponsorship and move to sponsorship by counties or independent public corporations serving as the governing board for a regional – multi-county – community college.
  - Require existing sponsors to maintain local effort in support of community colleges.
  - Limit local sponsors' budget approval authority to only the portion of the budget related to their local contribution to the financing of community college services.
- **Establish a new Commonwealth Community College Workforce Challenge Fund.**
  - **Establish the purposes of this Fund to develop the core capacity for providing services that are essential to support workforce development in all regions of the Commonwealth.** This capacity would be developed at existing community colleges or, in areas not served by community colleges, through other means (for example, at "learning sites"). Priority would be given to serving adults in the workforce and meeting employer needs.
  - **Define "core capacity" as the capacity to provide the following kinds of services at regional sites (existing community colleges or, as necessary, other means) accessible to employers and place-bound adults:**

- "Learning-site" services (see above), including assessment, guidance, and placement services for both employment and further education and training (coordinated with CareerLink)
- Remedial, developmental, and workplace literacy services
- Customized training and other workforce development services for employers
- Access to *part-time* postsecondary education and training (including general education, math, science, etc.) at the certificate and associate degree levels leading to transferable certification (e.g., industry-based certification) or degree-credits
- The capacities both to provide such education and training *and* to broker access to services from other providers (e.g., state-related or state-operated universities, independent institutions, for-profit providers, or distance education providers from in- or out-of-state).
- **Assign the new community college services entity the responsibility to administer the new fund.**
- **Establish these components of the new Fund:**
  - **Core capacity grants.**
    - Existing community colleges would be eligible to receive a core capacity grant based on data for the counties that they serve (e.g., the population age 25 to 44, level of unemployment, and other variables as determined by the state community college services entity). The colleges would be authorized, with approval of local sponsors, to use the allocations from the Fund to "buy down" tuition for sponsor-area residents from the common tuition and fees, but *not* for reducing local tax effort (see recommendation for common tuition and fees above).
    - Counties that are not currently sponsors of community colleges would be eligible to receive core capacity grants (based on the same variables listed above) provided that they commit to fund basic community college service requirements as defined by the state community college services entity. Examples of these requirements include 50% of capital financing and "learning site" services costs for access to technology and essential support services). The counties could use a variety of means to meet these basic requirements, including, for example, establishing a higher education center and purchasing services from a community college, or relying upon the Pennsylvania Virtual Community College Consortium, or other providers (public or private, in-state or out-of-state).
  - **Performance grants.** Existing community colleges and entities established by counties to provide access to community college services would receive *performance allocations* on the basis of the number of industry-based certifications granted and matching of funds generated from partnerships with employers, WIA initiatives, and other sources. Performance grants would replace the existing Community College Workforce Development Challenge Grants currently administered by PDE.
  - **Regional collaboration incentive grants.** A regional component would provide incentives for public/private initiatives for regional (multi-county) collaboration among community colleges and other providers for regional workforce development.

For example, the Commonwealth could match private funding (business and industry, foundations, etc.) of regional workforce development funds to support initiatives between and among institutions to improve workforce development in the region.

- **Establish a Commonwealth Priorities Investment Fund to reward community colleges for outstanding performance in meeting state needs.**
  - Focus the fund on long-term public priorities identified by the Governor and General Assembly (e.g., K-16 initiatives).
  - Assign responsibility to the statewide community college services entity for developing the allocation criteria and administering the investment fund.
- **Provide explicit Commonwealth incentives for collaboration between community colleges and public K-12 school districts through dual enrollment, advanced placement, and other initiatives.**
  - Authorize both school districts and community colleges to receive state funding for secondary students who enroll in community college courses. School districts should not be penalized through loss of average daily attendance (ADA) funding for these students, nor should community colleges lose FTE/SCH funding.
  - Identify and eliminate other policy barriers to collaboration between community colleges and school districts.
- **Change PHEAA policies to increase access for community college students to State Grants and other student financial, especially part-time students and adults in the workplace.** For example:
  - Extend eligibility to students pursuing short-term, less-than-2-year certificate programs and taking less than the equivalent of 6 credit hours per semester.
  - Modify the current restrictions on the percent of a student's credit hours that can be earned in any semester through distance learning (current limit requires 50% through traditional classroom instruction).
  - Maintain the PHEAA policy put in place in 2000-2001 of an extended deadline for student aid applications from community college students.

## **Conclusion**

The community colleges in Pennsylvania are critical assets for the future quality of life and economy of each of the state's regions and for the Commonwealth as a whole. The Commonwealth of Pennsylvania should embark on a long-term statewide strategy to strengthen the existing colleges and extend community college services to all regions of the Commonwealth. Achieving these goals will not be possible without eliminating serious policy barriers. Establishing a new statewide leadership structure and making fundamental changes in community college financing policies are essential first steps in such a long-term strategy.

## Introduction

Community college leaders in the Commonwealth of Pennsylvania have long been concerned about the failure of repeated efforts to address long-standing policy issues about the relationships between the colleges and the state. More recently, these leaders were interested in gaining greater understanding of the importance of community colleges to the future economy and quality of life in the Commonwealth and each of its regions. To address these issues, the Heinz Endowments made a grant to the Pennsylvania Commission for Community Colleges to undertake a study of these topics and to recommend an agenda for policy actions.<sup>4</sup> The National Center for Higher Education Management Systems (NCHEMS), a nonprofit organization that has been deeply involved in major projects dealing with community college reforms in other states, was selected to conduct the study. This document is the final report of that project.

National reports, as well as reports in Pennsylvania, underscore that an educated workforce is critical to the future of the economy. The report of the Working Together Consortium in Southwestern Pennsylvania, for example, points out that the single most significant change in the national employment market in recent decades has been the steep decline in the number of "unskilled" jobs, those requiring a high school diploma or less. In 1950, positions of this type accounted for approximately 60% of the jobs available in the country. By the year 2000, the "job market share" represented by unskilled positions will have shrunk to about 15%.<sup>5</sup> Pennsylvania faces serious educational challenges with a shrinking young skilled workforce, aging and comparatively unskilled workforce, and a higher education capacity that is not well aligned with the needs of the 21<sup>st</sup> century. Many of the states with which Pennsylvania competes have recognized that a strong, statewide community college network linked to the future economy and quality of life of their regions is an essential prerequisite for the state to compete in the New Economy. Pennsylvania has not made a similar policy commitment to such a statewide capacity.

Numerous studies have documented policy issues related to the Pennsylvania community colleges in the past 38 years since the first enabling legislation was enacted in 1963.<sup>6</sup> The House Subcommittee on Higher Education conducted the most recent comprehensive study resulting in a report in January 1998.<sup>7</sup> Following the recommendations in this study, a bill to create a

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<sup>4</sup> The Heinz Endowments comprise two separate private foundations, the Howard Heinz Endowment and the Vira I. Heinz Endowment. With combined assets of approximately \$1.5 billion, the Heinz Endowments organization is considered one of the nation's most innovative philanthropies. The Heinz Endowments share a commitment to supporting the efforts of non-profit organizations, primarily in southwestern Pennsylvania, in the areas of arts & culture, children, youth and families, economic opportunity, education and the environment.

<sup>5</sup> Oversight Committee of the Regional Workforce Development Initiative for the Working Together Consortium, (2000) Working Together to Connect Work to the Jobs of the Future: Critical Steps for Regional Success. Pittsburgh: The Pennsylvania Economy League, Inc. Western Division, p. 4.

<sup>6</sup> Original community college enabling act was the Community College Act of 1963 (Act 424 of 1963). 1967 Amendments to the State Public School Building Authority Act (Act 50 of 1967) included community college facilities within the definition of "school building." Freestanding statute was repealed in 1985 (Act 31 of 1985) and inserted into the School Code of 1949 as Article XIX-A.

<sup>7</sup> Pennsylvania House of Representatives, Subcommittee on Higher Education, A Report on Pennsylvania's Community Colleges, Pursuant to House Resolution No. 128, Harrisburg, PA, January 1998.

community college coordinating board passed the Pennsylvania House of Representatives in November 1999 but a similar bill did not pass in the Senate.<sup>8</sup> The controversy regarding the provisions of that legislation severely divided the community colleges, resulting in two colleges leaving the Pennsylvania Commission for Community Colleges. Also in 1999, a study group on financing community colleges worked in conjunction with the Deputy Secretary for Postsecondary and Higher Education, developed a draft report with recommendations for significant policy changes, but a final report was not issued.

The Pennsylvania Board of Education in 1982 adopted a statement of policy, still in effect today, "...to encourage and facilitate the development of community colleges within reasonable commuting distances of every citizen of this Commonwealth."<sup>9</sup> This policy objective has not been achieved. As of mid 2001, there were 14 community colleges – a number that has changed little since the early 1970s. Two community colleges, Harrisburg Area Community College and the Community College of Philadelphia, were operating at the end of 1964. This number increased to five in 1965, eight in 1966, 12 in 1967, and 14 in 1971. The number of colleges decreased by one in 1988 when Williamsport Area Community College lost its 20 school district sponsors and became affiliated with Penn State.<sup>10</sup>

In the 1990s, two new community colleges were established. In January 1992, Erie County Technical Institute (subsequently renamed Northwest Pennsylvania Technical Institute) opened. While designated for a number of years as a community college under the Community College Act, this designation was discontinued in early 2001.<sup>11</sup> In September 1994, Cambria County Area Community College was established.

Pennsylvania has not developed a comprehensive community college system providing services to every region of the state. Within a group of eleven neighboring and competing states, Pennsylvania is one of only three states that has not done so.<sup>12,13</sup> Instead, the State-Related institutions (primarily Penn State, the University of Pittsburgh and Temple University) developed branch campuses throughout the state. Most of these began as two-year campuses but many are now evolving into baccalaureate institutions. In addition, the Commonwealth expanded area vocational-technical schools in every region of the state, many of which now offer postsecondary-level training primarily at the certificate level. As a result, Pennsylvania has evolved – not through deliberate state policy but through expansion of separate systems – a network of separate and largely uncoordinated public institutions at a less-than-baccalaureate

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<sup>8</sup> The General Assembly of Pennsylvania, House Bill No. 1152, Session of 1999; Senate Bill 1162, Session of 1999.

<sup>9</sup> Paragraph 35.1a of the School Code.

<sup>10</sup> *Report on Pennsylvania's Community Colleges*, p. 4.

<sup>11</sup> Because of the unique structure of this entity and inconsistencies in data, NCHEMS decided not to include the institution in analyses related to the availability of community college services in Pennsylvania.

<sup>12</sup> In conducting a study for the Pennsylvania General Assembly in 1998, NCHEMS identified 10 "comparison" states for comparison purposes based on consultation with Commonwealth economic development officials. These are states with which Pennsylvania competes for economic development. These states are Illinois, Maryland, Massachusetts, Michigan, New Jersey, New York, North Carolina, Ohio, Virginia and West Virginia.

<sup>13</sup> The other states are Ohio and West Virginia. Ohio developed several highly respected community colleges but not in all regions of the state. Instead, the state developed a wide range of other two-year technical institutions and branch campuses of four-year institutions. West Virginia developed only limited community colleges and did not make a firm commitment to developing community colleges until the mid-1990s.

level. As emphasized in the findings of this study, **such an uncoordinated network does not add up to an effective system for providing community college services to each region of Pennsylvania.**

### **Objectives and approach to the study**

The focus of NCHEMS' study was on community college *services*. Therefore, the questions addressed by NCHEMS were:

- To what extent are community college services being provided to (and available to) people in the Commonwealth?
- What are the significant variations in provision?
- What are the barriers to necessary provision of these services?
- What short- and long-range policy alternatives should be considered?

The current project's intent was not to repeat the analysis of previous studies but to synthesize this earlier work and then to:

- Put the community colleges in the context of unmet needs of the Commonwealth of Pennsylvania.
- Identify barriers to meeting the unmet needs of the state – state and local policy (financing, regulation, and governing structures).
- Recommend steps that might be taken to remove some of these barriers and to create:
  - A more positive environment for delivery of community college services in Pennsylvania.
  - A better understanding of financing and governance structures that would better serve both the Commonwealth of Pennsylvania and its loosely knit "system" of community colleges.

The approach to this study included these steps:

- Analysis of data on trends over time, comparison with the U.S. and ten comparison states (neighboring states and states with whom Pennsylvania competes economically) regarding:
  - The demography and economy of Pennsylvania relevant to future higher education needs and the issue of community college services.
  - The status and performance of Pennsylvania's higher education system.
- Review of previous studies of higher education in Pennsylvania and especially recent reports on community colleges in the Commonwealth.
- Visits to all 14 community colleges and to the Northwest Pennsylvania Technical Institute, including meetings with board members, senior college staff, and, to the extent possible, with faculty, students, community leaders (sponsors), and employers.
- Meetings with a wide range of policy leaders and others concerned with the issue of community college services in Pennsylvania, during which NCHEMS shared preliminary

findings and sought feedback on the major issues facing the Commonwealth and community colleges in particular, including:

- State officials in the executive branch, including the Department of Education, the Department of Labor and Industry, the Department of Community and Economic Development, and representatives of the Team Pennsylvania Workforce Investment Board.
- Legislative leaders and staff members in the Pennsylvania General Assembly.
- Key business and civic leaders at the state and regional levels.
- Representatives of the Pennsylvania Association of Colleges and Universities and the Pennsylvania State System of Higher Education.
- Review of existing state policies in terms of their impact on community college services in the Commonwealth and synthesis of the findings and recommendations of previous studies and reports on these issues.
- Presentation to the community college board members and presidents of a draft report by means of a PowerPoint presentation summarizing the major observations and findings and preliminary recommendations.
- Development of the final report.

## Community College Services

### Definition

An important step in the project was to develop a definition of community college services to serve as framework for assessing current policy and practice in Pennsylvania. Figure 1 displays the services typically provided by community colleges in states with fully developed and effective institutions and systems.

**Figure 1. Community College Services and Primary Client Groups**

| Community College Services                                         | Clients                                     |                                    |        |           |
|--------------------------------------------------------------------|---------------------------------------------|------------------------------------|--------|-----------|
|                                                                    | In-School Youth<br>(Secondary<br>Education) | Recent<br>High School<br>Graduates | Adults | Employers |
| Remedial and developmental education                               |                                             | 1                                  | 2      | 3         |
| General education                                                  | 3                                           | 1                                  | 2      | 3         |
| Transfer preparation                                               |                                             | 1                                  | 2      |           |
| Career preparation                                                 |                                             | 1                                  | 2      |           |
| Customized training, rapid response workforce development          |                                             |                                    | 2      | 3         |
| Community Service (non-credit and other services to the community) |                                             | 1                                  | 1      | 2         |
| Distance education                                                 |                                             | 3                                  | 3      | 3         |
| Brokering and serving as a delivery site for other providers       |                                             | 3                                  | 3      | 3         |

1 = common practice, 2 = developing practice, 3 = best practice

The Community College Act (as amended in 1985) refers to many of these services.

Section 1901-A (4). "Community college" shall mean a public college or technical institute...which provides two-year, postsecondary, college-parallel, technical-general, terminal-technical, out-of-school youth or adult education program or any combination of these. The community college may also provide area vocational-technical education services to secondary senior high school students.<sup>14</sup>

<sup>14</sup> Section 1901-A(4), Public School Code of 1949, Act of 1949, P.L. 30, No. 14, as amended July 1, 1985, P.L. 103, No. 31. Over the years, the terminology has changed. "College-parallel" is comparable to the current emphasis on transfer. The distinction between "terminal" and "general" is no longer made. Some programs are designed to prepare students to enter the workforce or to provide specific skills for adults already in the workforce.

The extent to which community colleges actually provide the full range of services to all client groups varies greatly across the nation. The numbers "1", "2", and "3" in the cells of Figure 1 are intended to reflect the range from common practice (1), to developing practice (2), to best practice (3). The reality is that many community colleges in the nation began primarily as "junior colleges" offering general education and transfer preparation (college-parallel) programs for recent high school graduates. They functioned as low-cost alternatives for students who could not afford to attend or who were not academically prepared to enter four-year institutions. At least in their early histories, these institutions primarily provided services to clients designated by "1" in Figure 1 – recent high school graduates. Services to adults were limited and provided primarily through community service programs and services to employers (e.g., customized training and providing services to employed adults).

Fully developed community colleges now perform a wider range of services for a wider range of client groups. While the transfer function for recent high school graduates remains important, service to adults, many of whom are currently in the workplace, and to employers through customized training and other services, are now at the "core" of the community college mission.

The cells in Figure 1 designated with a "3" reflect best practice of effective community colleges throughout the nation.

- **Links with secondary education.** Community colleges are now engaged in partnerships with secondary schools through college-credit dual enrollment programs, supplementing the capacity of secondary schools in mathematics, science and other fields, 2 plus 2 programs, and a wide range of other initiatives.
- **Services to employers and workforce development.** Community colleges are now extensively involved in providing services to employers and adults in the workplace and are at the center of state and regional workforce development strategies.
- **Distance education.** Community colleges are increasingly significant distance education providers – either as individual institutions or in collaboration with other community colleges through "virtual community colleges" or other means.
- **Brokering and serving as a delivery site for other providers.** Community colleges are now serving as centers responsible for ensuring that students/clients in a given geographic area have access to postsecondary education services *although the community college itself may not be the provider of those services*. In other words the college may serve as broker for other providers – including other postsecondary, employer-based, or for-profit providers – if these entities are better equipped to meet student and community needs than the community college itself. In a similar manner, community colleges are increasingly serving as delivery sites for other postsecondary providers to provide courses and programs at the upper-division and graduate levels. This collaboration is preferable to expanding their own programs into the upper division and beyond, a development that could undermine the community college mission. It is increasingly common for students everywhere – even at

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With the increasing emphasis on lifelong learning and continuous upgrading and retraining, the term "terminal" is no longer applicable or appropriate.

community colleges – to be enrolled simultaneously at more than one institution, or to be taking courses from several different providers.

### **Key dimensions of community college mission**

Beyond the specific services or functions provided by community colleges, several characteristics are fundamental to the community college mission and distinguish their services and the institutions that deliver them from baccalaureate and graduate-level universities.

- **Open access and focus on student goal attainment.** Community college services emphasize open access and focus on assisting students to meet their learning – and often employment – goals. The emphasis is on assessment of entering students not to determine who is to be admitted (except for certain programs such as nursing) but to ensure proper placement and, if necessary, appropriate remedial and developmental services and support.
- **Low price (tuition and required fees).** Low tuition is a fundamental dimension of community college services. Required tuition and fees at community colleges are generally one-third to one-half of those at public universities in the same state. In Pennsylvania, for example, the average yearly tuition and required fees for Pennsylvania residents at the community colleges in 2000-2001 was \$2,170 (with one colleges as low as \$1,560). This compares to the average for State System universities of approximately \$4,680, the Penn State main campus of \$6,852, and most Penn State Commonwealth College campuses of \$6,636.<sup>15</sup>
- **Low cost.** The cost per student [as measured by education and general (E & G) expenditures and transfers per full-time equivalent (FTE) student] for community college services tend to be two-thirds or less of the costs per student at state universities and only a third of those at major public research universities. In Pennsylvania, for example, total E & G expenditures and transfers per FTE in 1997-98 were \$12,052 at the state-owned universities, \$21,910 at State-Related universities, and \$8,138 at community colleges. The overall lower expenditures per FTE at community colleges masks the high costs of some programs such as those in nursing, engineering technology, and other low-enrollment, technology-intensive programs.<sup>16</sup>
- **Flexibility and responsiveness to client needs.** Community college services stress providing programs and services at times and places – and through modes of delivery and pedagogy – that meet the needs of students and other clients. The busiest time on most community college campuses is after 5 p.m. when employed adults have an opportunity to continue their education.
- **Focus on the needs of a specific community or catchment area.** By definition, community colleges are *local and regional* institutions focused on providing services to meet the needs of students and other clients in a defined area.

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<sup>15</sup> Pennsylvania Department of Education, [www.pde.edu/statistics/tuitionreqfee2000-01.html](http://www.pde.edu/statistics/tuitionreqfee2000-01.html).

<sup>16</sup> Pennsylvania Department of Education, Division of Data Services, as quoted in MGT of America, Inc., *Consultants Report to the Commission on Postsecondary Education in the 21<sup>st</sup> Century*, October 30, 2000, p. 7-16.

- **Open-provider perspective.** Community colleges tend to be the delivery site for programs and services not only from the college itself but also from other institutions and providers (e.g., baccalaureate and graduate programs offered at the community college site by public and independent universities). In this case, the community college services include student services, access to library and other learning resources, and access to necessary technology.

### **Alignment of policy with mission**

External (state and system) policies and internal institutional policies have a decisive impact on whether the full range of community college services are actually provided – especially whether they are provided in a manner consistent with the points about mission summarized above. For example, community college faculty personnel policies tend to require higher teaching loads than universities (15 hours a semester compared to 9 hours at universities), and place primary emphasis on teaching and service in faculty promotion and reward systems in contrast to university emphasis on research and teaching. Community college faculty contracts emphasize teaching at times and places (evening, weekends, at the work-site) convenient for students/clients.

Other states have experienced exceptional difficulty when providing the full range of community college services in a manner consistent with mission (open access, price, cost, etc.) when using a university as a base because the university's primary mission is at the baccalaureate and graduate levels. Because of the need for financing and governing policies aligned with the unique community college mission, 30 states have established statewide community college financing and governing structures separate from those for universities. In those states that did not develop separate community college systems in earlier years, state leaders are increasingly recognizing that the state's education and workforce development needs now require a more formal policy for this purpose. Kentucky and West Virginia have recently taken decisive steps to separate community colleges from baccalaureate-level colleges and universities.<sup>17</sup> Even within statewide systems, the trend is to ensure a degree of insulation of the community college mission from other sectors. For example, the State University of New York recently took steps to strengthen system coordination of community colleges *within* SUNY to ensure attention to the community college mission as distinct from the university mission of the state-operated units.

The definition of community college services as well as the key dimensions of mission and policy alignment served as the basic framework for the analyses and recommendations contained in this project.

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<sup>17</sup> See Kentucky Postsecondary Education Reform Act of 1997 and West Virginia Senate Bill 653 enacted in March 2000.

## Observations and Findings

### Pennsylvania's population, economy, and performance of the higher education system

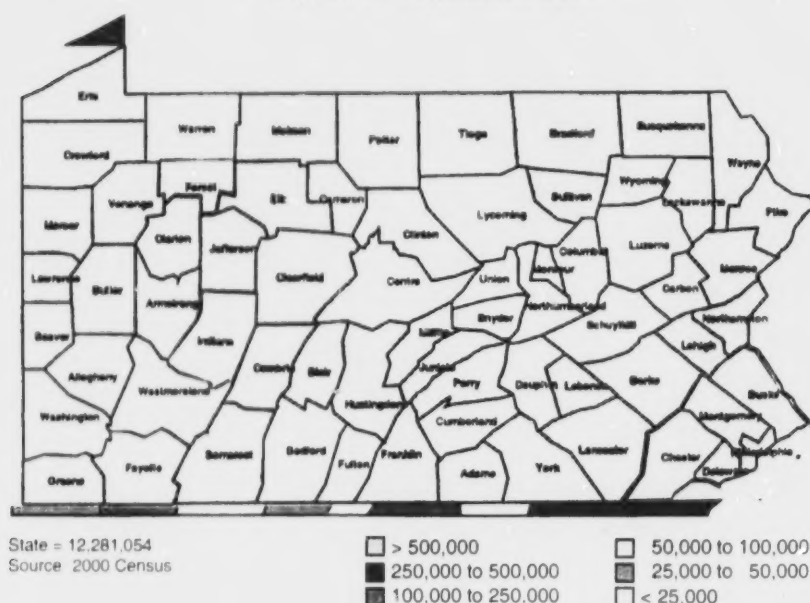
To provide a context for understanding community college services in Pennsylvania, NCHEMS undertook a review of existing data regarding the Commonwealth's population, economy, and the performance of the higher education system. Key findings are summarized below.

**In comparison to the nation and comparison states, Pennsylvania faces serious challenges in key areas commonly addressed by community colleges.**

#### Population

- Pennsylvania has one of the least mobile and most stable populations of any state in the nation (Figure 2).

Figure 2. Population 2000

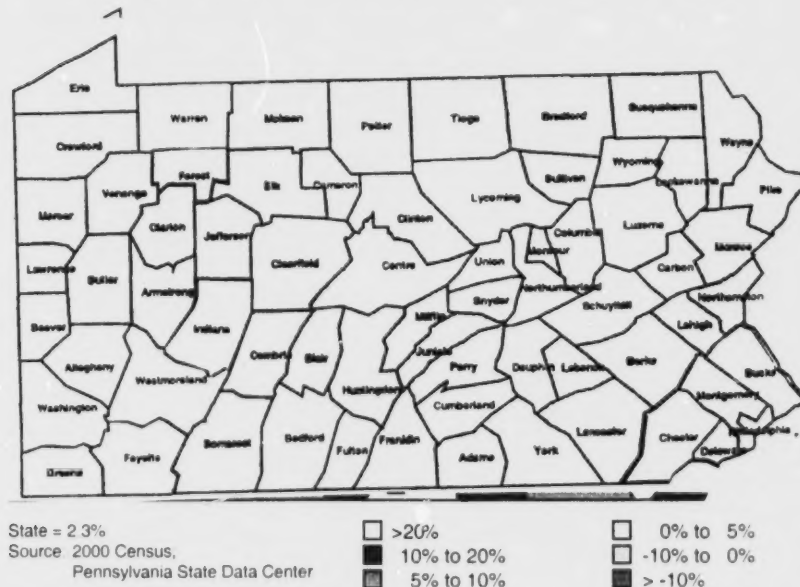


- Since 1970, Pennsylvania has added fewer than 300,000 residents, a total growth of about 1.6%, compared to a 35% growth in the US population in the same period.<sup>18</sup>
- The projected change in population from 2000 to 2015 is 2%, the slowest growth among all comparison states except West Virginia.

<sup>18</sup> The Pennsylvania State University, Center for Economic and Community Development (2000), *Road to 2001: Update on Pennsylvania*. [www.aers.psu/ceed/](http://www.aers.psu/ceed/), p 4.

- From 1990 to 2000, the state's population between 20 to 44 years old – the core of the working age population – declined 4.7%<sup>19</sup>
- Significant differences county to county are projected in the rate of population growth from 2000 to 2020 (Figure 3).

**Figure 3. Percent Change in Population 2000-2020**



- Marked contrast between significant growth in the Southeast and South Central Areas compared to the rest of the State, including especially the Southwest.
- Most of the service areas of community colleges in the Southwest have stable or declining projected populations.
- Most of the service areas of colleges in the South Central and Southeast will experience population growth.
- Pennsylvania has the second oldest population in the nation. Pennsylvania ranks second in the nation (to Florida) in the percentage (16%) of its population aged 65 years or older. This is projected to increase to 20% by the year 2020.<sup>20</sup>
- The state's Hispanic population increased statewide by 69.7% from 1990 to 2000. The greatest percentage increase relative to total population was in Eastern Pennsylvania – especially Berks, Lehigh, Lebanon, Monroe, Philadelphia, and Pike counties –far higher than the rest of the state (Figures 4 and 5).

<sup>19</sup> The Pennsylvania State University, Center for Economic and Community Development (2000), p. 4.

<sup>20</sup> The Pennsylvania State University, Center for Economic and Community Development (2000), p. 4.

Figure 4. Hispanic Population 2000

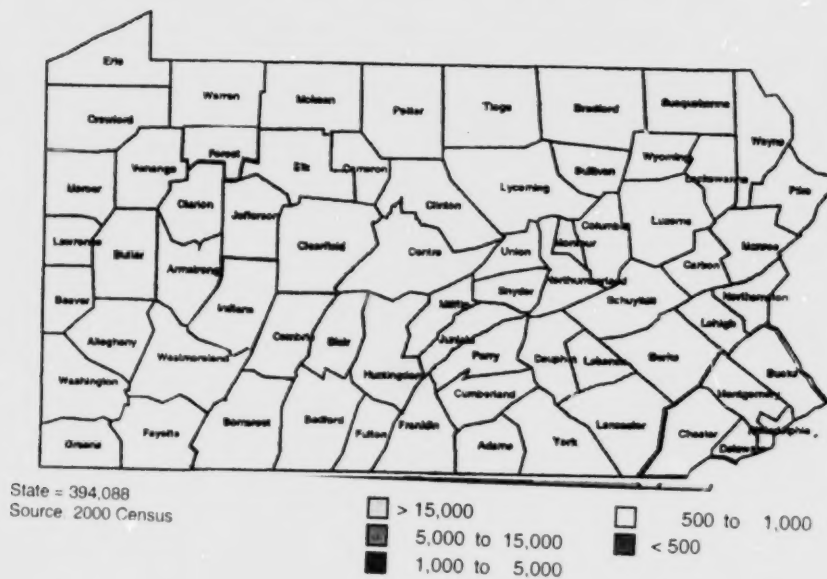
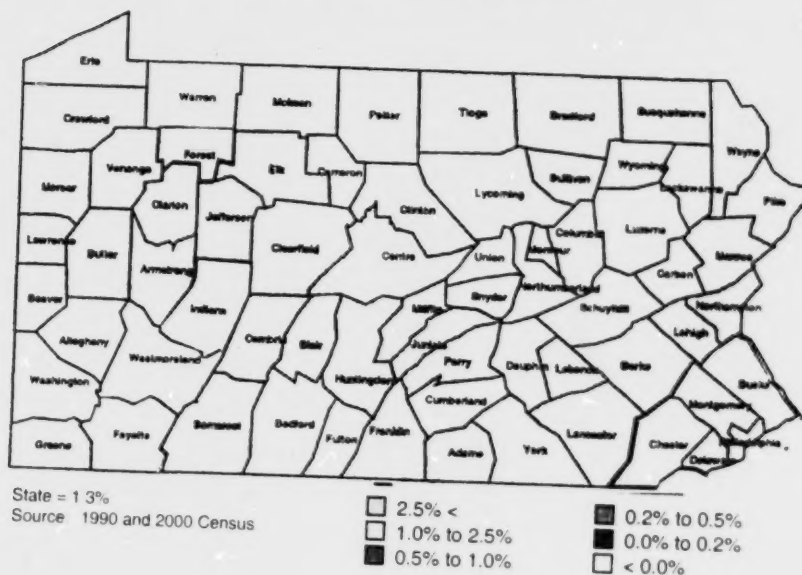


Figure 5. Percent Change in Hispanic Population Relative to Total Population (1990-2000)

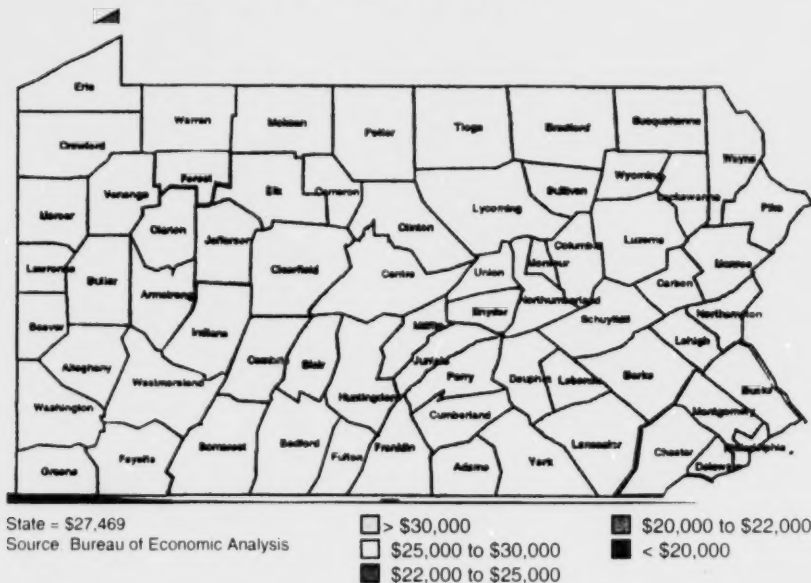


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## Income and poverty

- Pennsylvania's personal per capita income in 1998 of \$27,469 was just slightly above the national average, but there were significant disparities among counties within the Commonwealth. Most counties had per capita incomes below that level. With the exception of Allegheny, Washington and Montour counties, counties with higher per capital income were concentrated in the South Central and Southeastern regions (Figure 6).

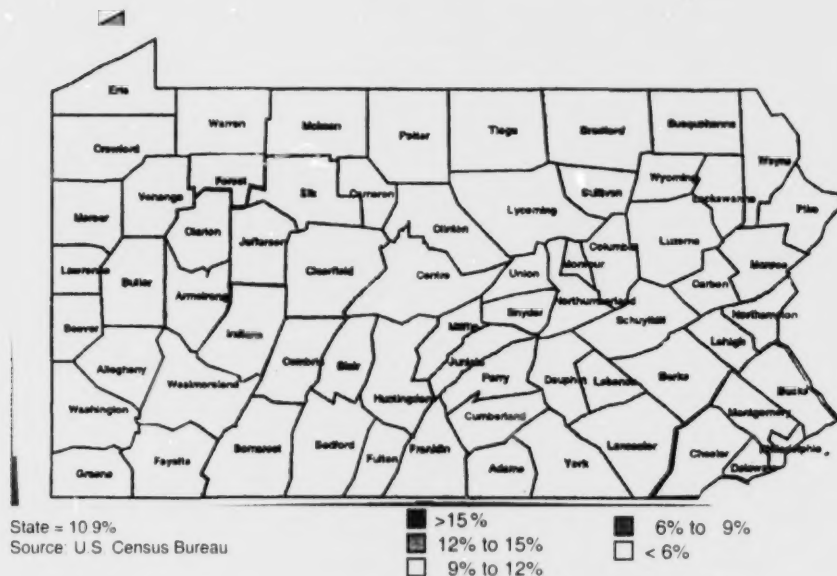
**Figure 6. Per Capita Personal Income 1998**



- Statewide, 10.9% of Pennsylvania's population was estimated to be living in poverty in 1997, but this percent was much higher in some regions. For example, 15% or more of the population of Greene, Fayette, Forest, Indiana, and Philadelphia counties was living in poverty. With the exception of Philadelphia, the counties with the highest levels of poverty are not served by community colleges (Figure 7).

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Figure 7. Estimated Percent Living in Poverty 1997

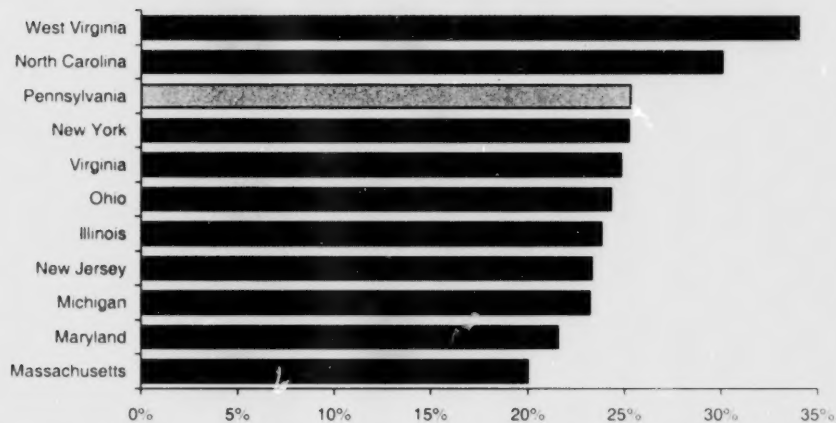


### Education attainment

- The adult population of Pennsylvania is not particularly well educated.<sup>21</sup> Education attainment is highly correlated with per capita income. In 1990, Pennsylvania had
  - A higher percentage (25.3%) of its population that never finished high school than all comparison states except West Virginia and North Carolina (Figure 8).

<sup>21</sup> County-by-county data on education attainment from the 2000 census will not be available until 2002. Nevertheless, the 1990 data still give a good picture of the challenge of adult literacy facing the Commonwealth and the variations among counties.

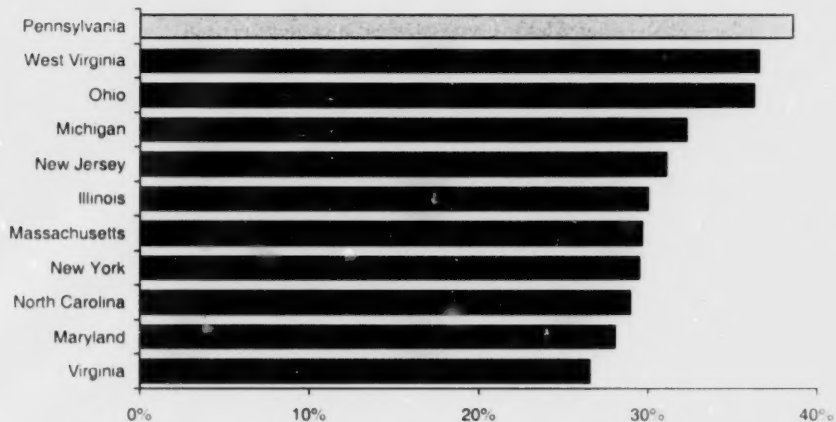
**Figure 8. Educational Attainment of Adult Population  
Less than High School**



Source: U.S. Census Bureau

- The highest percentage (38%) of comparison states of population ending formal education at high school (Figure 9).

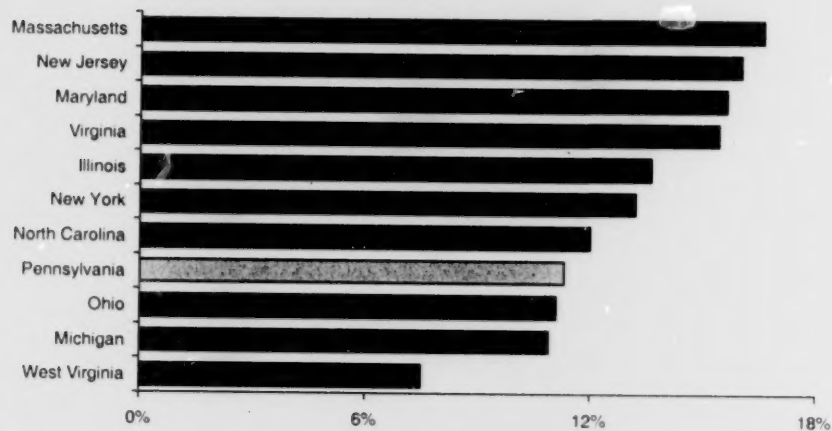
**Figure 9. Educational Attainment of Adult Population  
High School Graduate**



Source: U.S. Census Bureau

- Fourth to lowest of comparison states in the percentage of population completing a baccalaureate degree (Figure 10).

**Figure 10. Educational Attainment of Adult Population  
Bachelor's Degree**



Source: U.S. Census Bureau

- Levels of education attainment vary significantly among counties (Figures 11, 12, and 13).

**Figure 11. Percent of Adult Population with Only  
High School Diploma 1990**

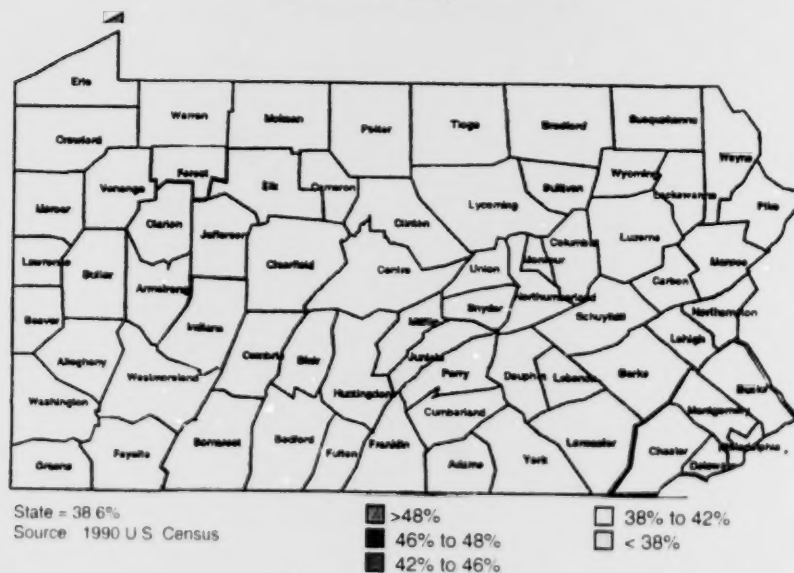


**Figure 12. Percent of Adult Population with  
Some College but No Degree 1990**

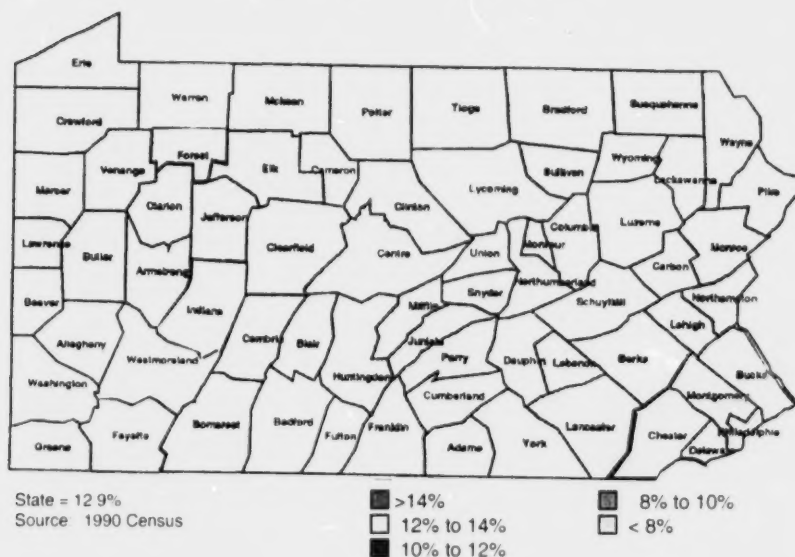
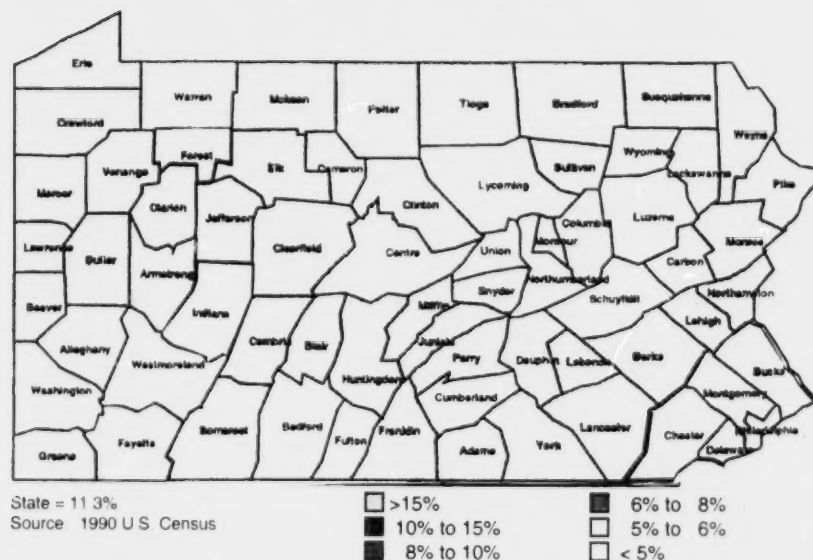
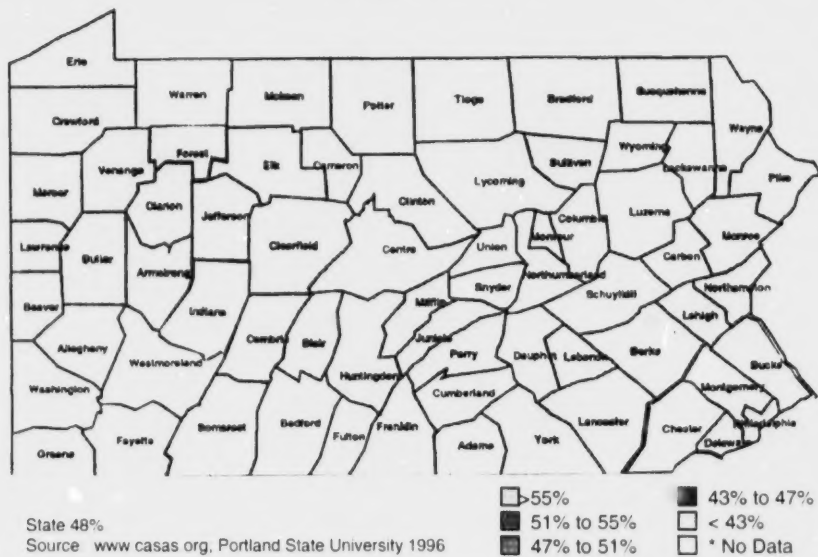


**Figure 13. Percent of Adult Population with  
Bachelor's Degree 1990**



- 48% of the state's population was estimated to be at the two lowest levels of literacy in 1996, only 7 counties had less than 43% of their population at these lowest levels, and 5 counties (Beaver, Greene, Franklin, Huntingdon, and Pike) had percentages above 55% (Figure 14).

**Figure 14. Estimated Percent of Adult Population with Level 1 or 2 Literacy Proficiency**



\* No estimate available for counties with fewer than 5000 individuals age 16 and over

## Economy

- On the New Economy Index, Pennsylvania ranked 24<sup>th</sup> in the nation with a score of 46.72, but this was 7<sup>th</sup> among the 11 comparison states. Despite the relatively high overall score, Pennsylvania ranked 43<sup>rd</sup> with a score of 48.3 in the category of Workforce Education. Among comparison states, only West Virginia had a lower score of 37.9.<sup>22</sup>
- Pennsylvania's rate of growth in total employment lagged the U.S. throughout the 1990s, although the pace of growth increased toward the end of the decade. Total employment increased 8.3% in Pennsylvania and 16.9% in the U.S. from 1990 to 1999.<sup>23</sup>
  - Throughout the 1990s, Pennsylvania experienced a much lower rate of population growth than job growth. This fact coupled with the changing age distribution of the population and relatively low levels of education attainment contributed to a *dwindling pool of young, skilled workers* in the state.
  - The rate of job growth from 1990 to 1999 varied significantly among counties with 10 counties (primarily in the Southeast) experiencing fast to very fast growth; 54 counties experiencing slow growth; and three counties with a slow decline.

<sup>22</sup> The Progressive Policy Institute (PPI), Technology, Innovation, and New Economy Project, July 1999, <http://www.neweconomyindex.org/states/>

<sup>23</sup> The Pennsylvania State University, Center for Economic and Community Development (2000), p. 4.

- In the 1990s, Pennsylvania's economy continued the 20-year structural shift from an economy based on traditional industries (especially steel and steel products) to one based on service industries (Figures 15 and 16).

**Figure 15. "Top 10" Growth Industries in Pennsylvania  
June 1990-1999**

| Rank | % Change in<br>Employment<br>June<br>1990-99 | Industry & SIC                                | Number Change in Employment<br>June 1990-99 |
|------|----------------------------------------------|-----------------------------------------------|---------------------------------------------|
| 1    | 91.6                                         | Personnel supply services (736)               | 48,564                                      |
| 2    | 17.4                                         | Eating & drinking places (581)                | 48,388                                      |
| 3    | 43.4                                         | Nursing & personal care facilities (805)      | 33,960                                      |
| 4    | 94.0                                         | Computer & data processing services (737)     | 30,762                                      |
| 5    | 50.2                                         | Residential care (836)                        | 19,843                                      |
| 6    | 33.8                                         | Offices & clinics of medical doctors (801)    | 19,235                                      |
| 7    | 76.2                                         | Management & public relations (874)           | 17,806                                      |
| 8    | 38.1                                         | Misc. amusement & recreational services (799) | 17,798                                      |
| 9    | 23.4                                         | Colleges & universities (822)                 | 17,173                                      |
| 10   | 30.8                                         | Miscellaneous business services (738)         | 16,146                                      |

Source: Pennsylvania State University, Center for Economic and Community Development (2000), p. 19.  
Pennsylvania Dept. of Labor and Industry. "Employment and Wages Covered by the Pennsylvania  
Unemployment Compensation Law" and "Pennsylvania Labor Force"

**Figure 16. "Top 10" Declining Industries in Pennsylvania  
June 1990-1999**

| Rank | % Change in<br>Employment<br>June<br>1990-99 | Industry & SIC                              | Number Change in Employment<br>June 1990-99 |
|------|----------------------------------------------|---------------------------------------------|---------------------------------------------|
| 1    | -34.2                                        | Blast furnaces & basic steel products (331) | -18,696                                     |
| 2    | -63.6                                        | Women's & misses' outerwear (233)           | -17,190                                     |
| 3    | -34.0                                        | Life insurance (631)                        | -10,063                                     |
| 4    | -11.5                                        | Commercial banks (602)                      | -9,591                                      |
| 5    | -35.3                                        | Women's clothing stores (562)               | -7,804                                      |
| 6    | -42.1                                        | Bituminous coal & lignite mining (122)      | -6,592                                      |
| 7    | -30.8                                        | General industrial machinery (356)          | -6,336                                      |
| 8    | -66.5                                        | Men's & boys' suits & coats (231)           | -6,292                                      |
| 9    | -49.4                                        | Knitting mills (225)                        | -5,929                                      |
| 10   | -76.7                                        | Footwear, except rubber (314)               | -5,341                                      |

Source: Pennsylvania State University, Center for Economic and Community Development (2000), p. 21.  
Pennsylvania Dept. of Labor and Industry. "Employment and Wages Covered by the Pennsylvania  
Unemployment Compensation Law" and "Pennsylvania Labor Force"

**Figure 17. Changes in Percent of Employment by Major Sector, 1990-1999**

| Sector        | Percent of Total Employment |       |
|---------------|-----------------------------|-------|
|               | 1990                        | 1999  |
| Services      | 26.3%                       | 30.7% |
| Retail Trade  | 17.7%                       | 17.9% |
| Manufacturing | 20.1%                       | 17.0% |

Source: The Pennsylvania State University, Center for Economic and Community Development (2001), p. 4.

- Changes in employment by sector vary dramatically across Pennsylvania, especially in manufacturing. The counties in the Southwest generally experienced slow growth (in a few cases, fast growth) while counties in the eastern half of the state experienced declines in manufacturing employment (except for Chester and Monroe counties).
- Jobs in Pennsylvania, especially in traditional industries that remain, require far higher levels of skill. Pennsylvania retains a strong metals and machinery manufacturing industry,<sup>24</sup> but *the skill level of those employed in these industries is increasing dramatically*. Despite the shift of employment and job losses in traditional industries, some of these losses have resulted from modernization and technological improvements.
- Fewer employers in Pennsylvania (35%) report that they are satisfied with how colleges prepare students for work when compared to national results (46%). On a national employer survey conducted by the U.S. Bureau of the Census in 1997, only 35% percent of Pennsylvania employers said that they were satisfied with college preparation for work, compared to 42% in Maryland, 41% in New Jersey, 42% in New York, and 58% in Ohio.<sup>25</sup>

### **Higher education system performance**

The performance of Pennsylvania on the national report card on higher education, *Measuring Up 2000*, reveals that the Commonwealth lags behind comparison states in several areas that are addressed by community colleges in the best performing states.

- Pennsylvania received average scores (B- to C) in four categories of *Measuring Up 2000* (Preparation, Participation, Benefits, Affordability) and received an A for the fifth (Completion) (Figure 18). The report card focuses on how higher education serves the needs of the state's population and economy and not on institutions, *per se*. Pennsylvania's grades underscore several problems that in other states are commonly addressed by community college services.

<sup>24</sup> The Pennsylvania State University, Center for Economic and Community Development, Update II (2001), p. 4.

<sup>25</sup> U.S. Bureau of the Census, National Employer Survey, 1997.

**Figure 18. Summary of Grades and Selected Index Scores for Pennsylvania and Comparison States on *Measuring Up 2000: The State-by-State Report Card for Higher Education*, Fall 2000**

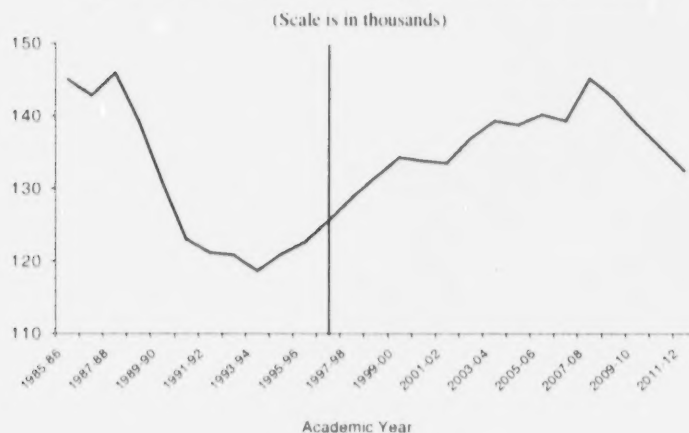
| State               | Grades on Major Categories and Index Scores on Specific Sub-Categories <sup>1</sup> |                                   |               |                        |                              |               |                     |            |           |
|---------------------|-------------------------------------------------------------------------------------|-----------------------------------|---------------|------------------------|------------------------------|---------------|---------------------|------------|-----------|
|                     | Preparation                                                                         | College Entrance Exam Performance | Participation | Young Adult Enrollment | Working-Age Adult Enrollment | Affordability | Low-Priced Colleges | Completion | Benefits  |
| Illinois            | A                                                                                   | 108                               | A             | 84                     | 100                          | A             | 72                  | C+         | B-        |
| Maryland            | B+                                                                                  | 80                                | A             | 100                    | 97                           | D             | 50                  | B-         | A         |
| Massachusetts       | A                                                                                   | 94                                | A-            | 90                     | 81                           | D             | 44                  | A-         | A-        |
| Michigan            | B                                                                                   | 91                                | B+            | 96                     | 93                           | C             | 59                  | C+         | B         |
| New Jersey          | A                                                                                   | 85                                | B+            | 94                     | 65                           | B             | 50                  | B-         | A         |
| New York            | B                                                                                   | 90                                | B-            | 85                     | 72                           | D-            | 26                  | A-         | B         |
| North Carolina      | B                                                                                   | 56                                | D             | 76                     | 62                           | A             | 149                 | B+         | D+        |
| Ohio                | C+                                                                                  | 96                                | C-            | 81                     | 64                           | D-            | 37                  | B          | C         |
| <b>Pennsylvania</b> | <b>C+</b>                                                                           | <b>65</b>                         | <b>C</b>      | <b>88</b>              | <b>58</b>                    | <b>C</b>      | <b>46</b>           | <b>A</b>   | <b>B-</b> |
| Virginia            | B                                                                                   | 70                                | B-            | 81                     | 83                           | C             | 68                  | B          | B+        |
| West Virginia       | D+                                                                                  | 59                                | D+            | 85                     | 51                           | D             | 44                  | C          | F         |

<sup>1</sup> Major categories are Preparation, Participation, Affordability, Completion, and Benefits. Index scores convert the raw scores to a scale of 0 to 100, based on the best performing states.

Source: National Center for Public Policy and Higher Education, *Measuring Up 2000*, November 2000, <http://measuringup2000.highereducation.org>

- Pennsylvania high school students are comparatively underprepared for college.
  - One indicator of that preparation is the performance of students on the major college entrance examinations (ACT and College Board). Pennsylvania's index score of 65 for this subcategory of *Measuring Up 2000* is third lowest among comparison states – ahead of only West Virginia and North Carolina.
  - A comparatively large number of students enter higher education without the preparation necessary for college-level work.
  - States with strong community college systems assign primary responsibility for remedial and developmental education to these institutions. In Pennsylvania, four-year institutions must share this responsibility.
- Fewer recent high school graduates participate in higher education than many states.
  - Pennsylvania will see a statewide increase in high school graduates – and therefore, a potential increase in demand for higher education – until about 2008 but then experience a sharp decline. At the peak, the number of graduates will just reach the levels of the mid-1980s. The increases, however, will be concentrated in urban and suburban areas, especially in the Southeast, South Central and Southwest (Figure 19).

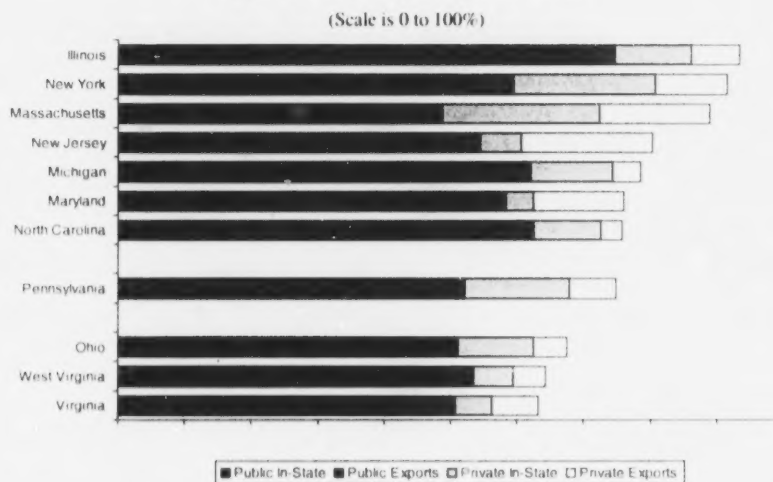
**Figure 19. Pennsylvania High School Graduates**



Source: Knocking at the Door: Projections of High School Graduates, 1996-2012  
Western Interstate Commission for Higher Education

- Participation of young adults (ages 18 to 24) in Pennsylvania is in the middle range of comparison states (index score of 88 with 100 being the score for best performing states on *Measuring Up 2000*) (See Figure 18).
- Pennsylvania is 8th among 11 comparison states in first-time, full-time freshmen as a proportion of recent high school graduates<sup>26</sup> (Figure 20).

**Figure 20. Participation Rates**

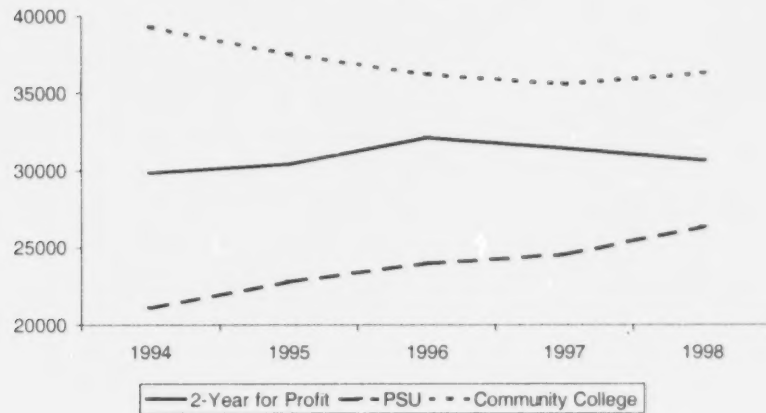


Source: NCES, IPEDS, WICHE, High School Graduates, 1996-2012  
Calc: as (1996 first-time full-time freshmen)/(1996 high school graduates)

<sup>26</sup> Participation rates for first-time, full-time students take into consideration all Pennsylvania students going to higher education, whether to in-state or out-of-state institutions.

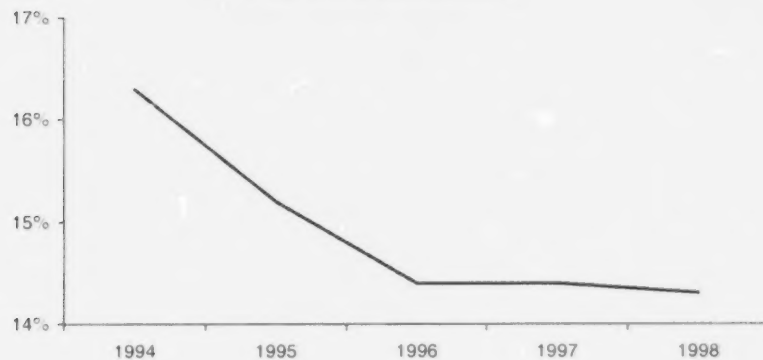
- Community colleges enroll the largest number of full-time students among 2-year institutions, but their share of enrollments has declined significantly over the past decade (Figures 21 and 22).

**Figure 21. Trends in Full-Time Enrollments  
(2-Year Institutions)**



Source: IPEDS 1999

**Figure 22. Community College Share of Total Lower Division  
Full-Time Enrollments**

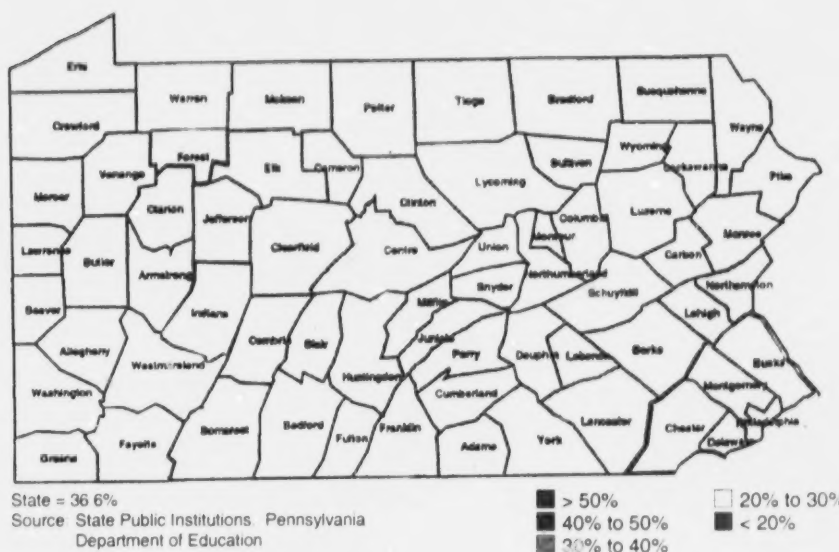


Source: IPEDS 1999

- The for-profit sector is the major provider, although the enrollments in this sector tend to be concentrated in the state's major urban areas (65% of the enrollment in for-profit institutions is in the Southeast, in and around Philadelphia, and in the Southwest, in and around Allegheny county).

- State-Related institutions' 2-year campuses have been increasing their presence in this arena, but remain less significant providers than community colleges and for-profit institutions
- The level of full-time participation of recent high school graduates in public institutions (community colleges, state system and state related institutions) is strongly related to the presence of public institutions in the county.<sup>27</sup>
- The statewide average for first-time, full-time students in Fall 2000 as a proportion of 2000 high school graduates was 36.6% (Figure 23).

**Figure 23. First-Time, Full-Time Students as a Proportion of High School Graduates 2000**



- Counties with the highest participation levels are those that sponsor community colleges or where State-Related or State System campuses are located (Figures 24 through 28).

<sup>27</sup> NCHEMS obtained information on enrollments by county of origin provided voluntarily by each of the community colleges, the State System, and Penn State, the University of Pittsburgh, and Temple. Lincoln University did not submit data. This is the first time (at least in recent years) that these data have been collected and compiled. Comparable data are not currently available for the independent and for-profit sectors. The level of participation in public sector institutions in a county is most likely influenced by the presence of independent or for-profit institutions in the county. Nevertheless, as illustrated by the findings cited earlier, the community colleges and other public institutions remain the largest providers of lower-division full-time enrollments. Also, two-thirds of the enrollments in for-profit institutions are in Philadelphia, Allegheny county, and the immediate surrounding counties in the Southeast and Southwest.

**Figure 24. Proportion of First-Time, Full-Time Students Attending Community Colleges – Fall 2000**

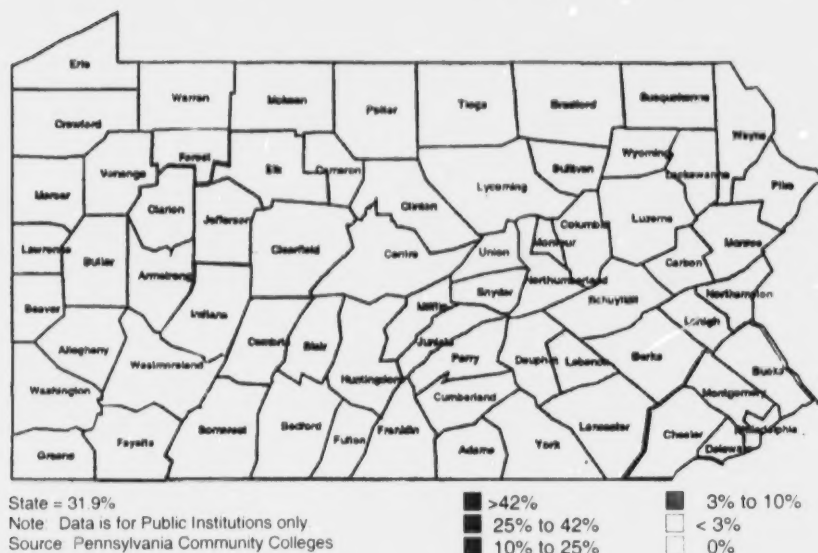


**Figure 25. Proportion of First-Time, Full-Time Students Attending Penn State University 2-Year Campuses – Fall 2000**

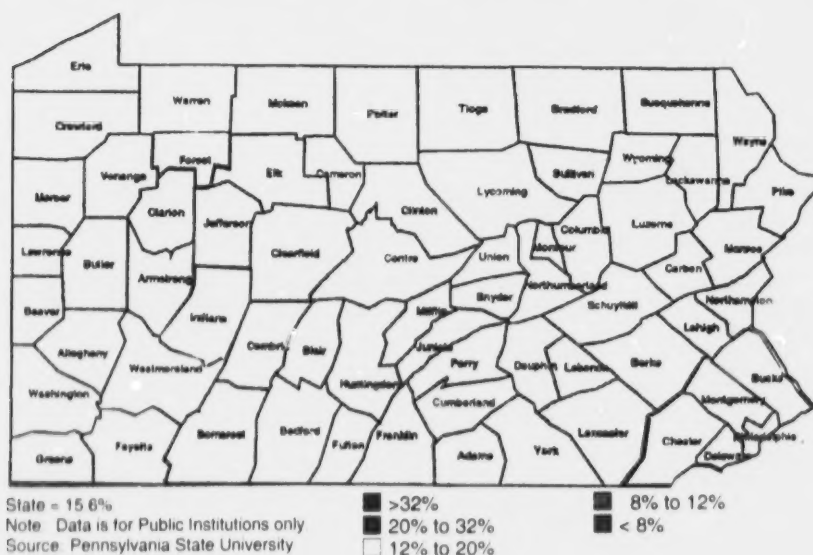


**Figure 26. Proportion of First-Time, Full-Time Students Attending University of Pittsburgh 2-Year Campuses – Fall 2000**

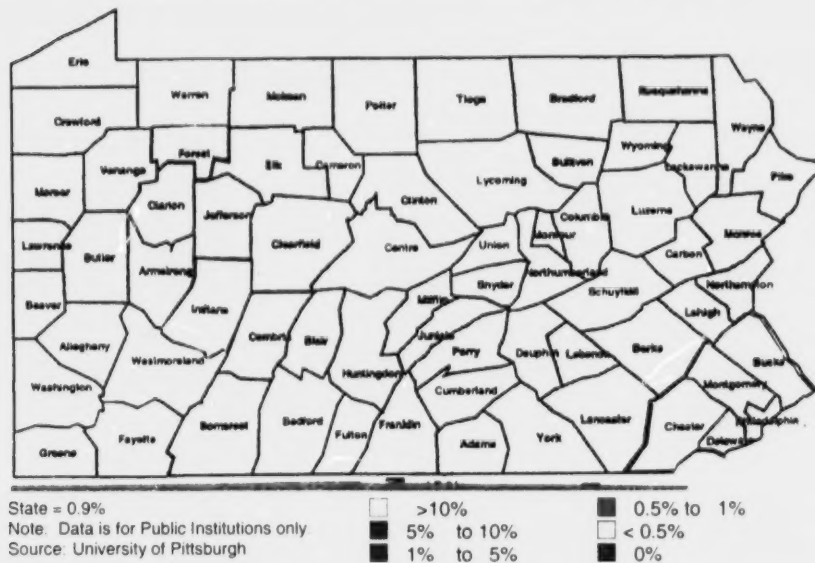
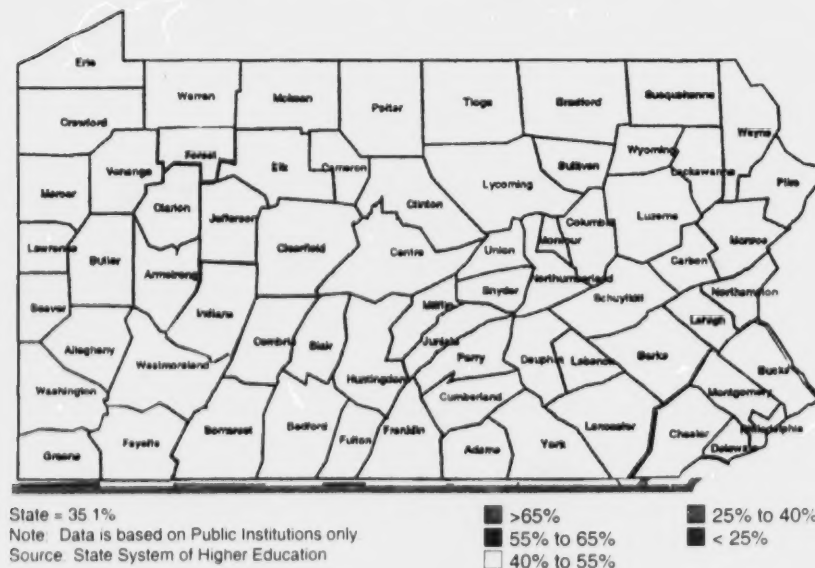
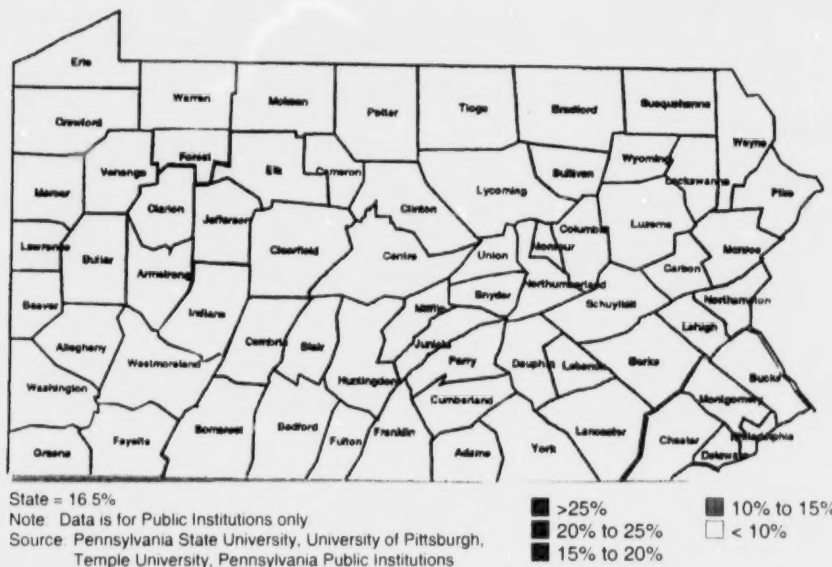


**Figure 27. Proportion of First-Time, Full-Time Students Attending 4-Year State System Institutions – Fall 2000**



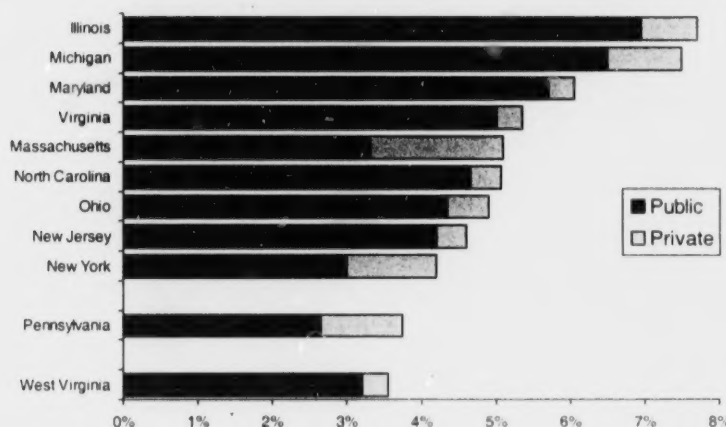
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**Figure 28. Proportion of First-Time, Full-Time Students Attending Penn State University, University of Pittsburgh, and Temple University – Fall 2000**



- None of the low participation counties (<30%) sponsor community colleges (Figure 24).
- The presence of a community college is strongly related to high levels of access of recent high school graduates to full-time, lower-division, public higher education in a county.
- Pennsylvania has low levels of part-time enrollments and participation of working adults in higher education – despite low levels of education attainment and adult literacy that are often predictors of increases in such behavior.
  - Pennsylvania ranks 10th among 11 comparison states in part-time enrollment (Figure 29).

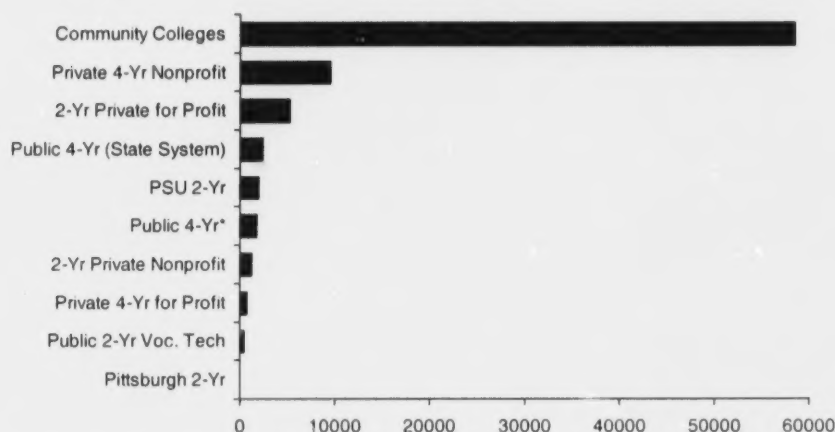
**Figure 29. Ratio of Part-Time Undergraduate Students to Population  
Ages 25-44**



Divisor is 1995 High School Graduates.  
Source: NCES, IPEDS 98-99 Completions, WICHE High School Graduates 1996-2012

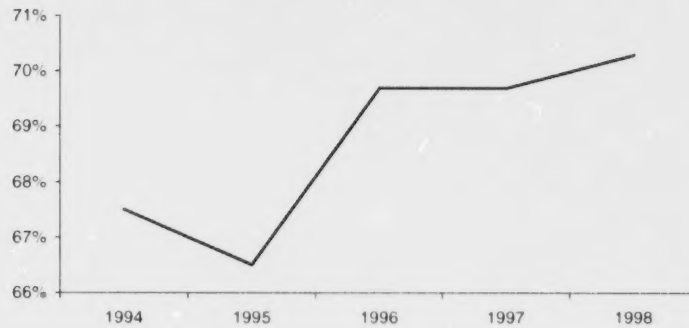
- Pennsylvania lags behind most states in the nation in working adults in higher education. Among comparison states, West Virginia has a lower level of participation of working adults in higher education (see Figure 18).
- The community colleges are *the primary providers* of lower-division part-time opportunities in Pennsylvania higher education (Figures 30 and 31).

**Figure 30. Number of Lower Division Part-Time Enrollments**



\* Main Campuses of Penn State, University of Pittsburgh, Temple University  
Source: IPEDS 1999

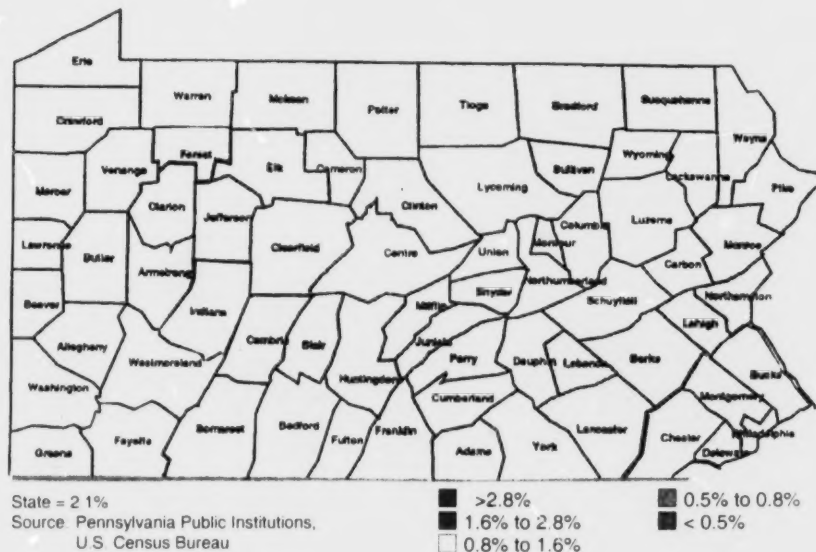
**Figure 31. Community College Share of Total Lower Division Part-Time Enrollments**



Source: IPEDS 1999

- The presence of a community college within a county is strongly related to the level of part-time, lower-division participation in public institutions (community colleges, State System, and State-Related institutions) (Figure 32).

**Figure 32. Part-Time Lower Division Undergraduates (Fall 2000) as a Proportion of 25-44 Population 1999**



- No Pennsylvania county without a community college has a part-time, lower-division participation rate in public institutions at or above the state average of 2.1% among its population aged 25-44 (Figure 32).
- Other public sectors (State System and State-Related campuses) serve part-time students in counties not served by community colleges, but the level of service is not sufficient to reach the statewide average of 2.1%. In other words, having one of these campuses is not

**Figure 33. Proportion of Part-Time Lower Division Undergraduates Attending Community Colleges – Fall 2000**

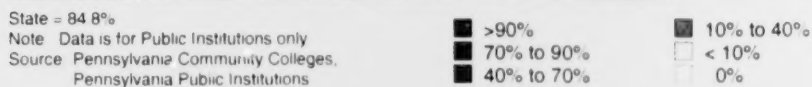
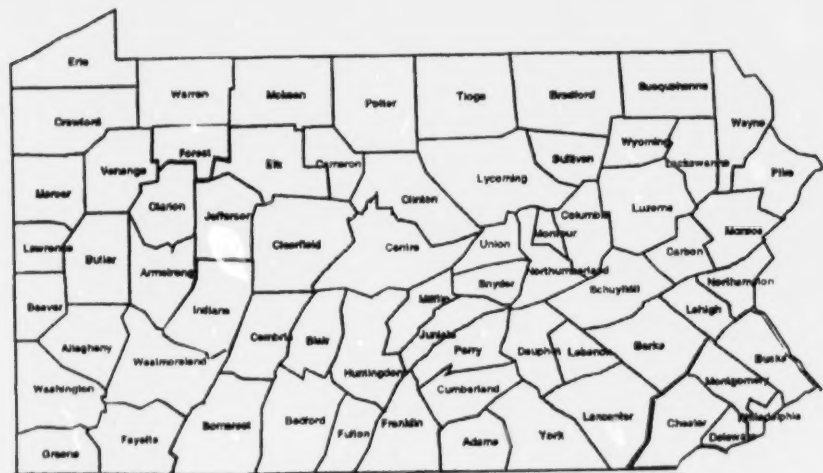


**Figure 34. Proportion of Part-Time Lower Division Undergraduates Attending Penn State University 2-Year Campuses – Fall 2000**



State = 6.3%

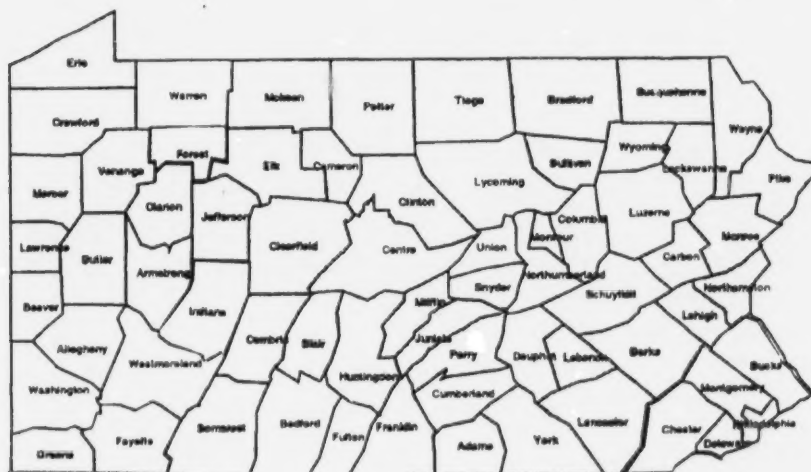
Note: Data is for Public Institutions only

Source: Pennsylvania State University,  
Pennsylvania Public Institutions

■ >55%  
■ 30% to 55%  
■ 10% to 30%

■ 3% to 10%  
■ < 3%  
■ 0%

**Figure 35. Proportion of Part-Time Lower Division Undergraduates Attending University of Pittsburgh 2-Year Campuses – Fall 2000**



State = 0.2%

Note: Data is for Public Institutions only

Source: University of Pittsburgh,  
Pennsylvania Public Institutions

■ >30%  
■ 10% to 30%

■ < 10%  
■ 0%

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**Figure 36. Proportion of Part-Time Lower Division Undergraduates Attending 4-Year State System Institutions – Fall 2000**

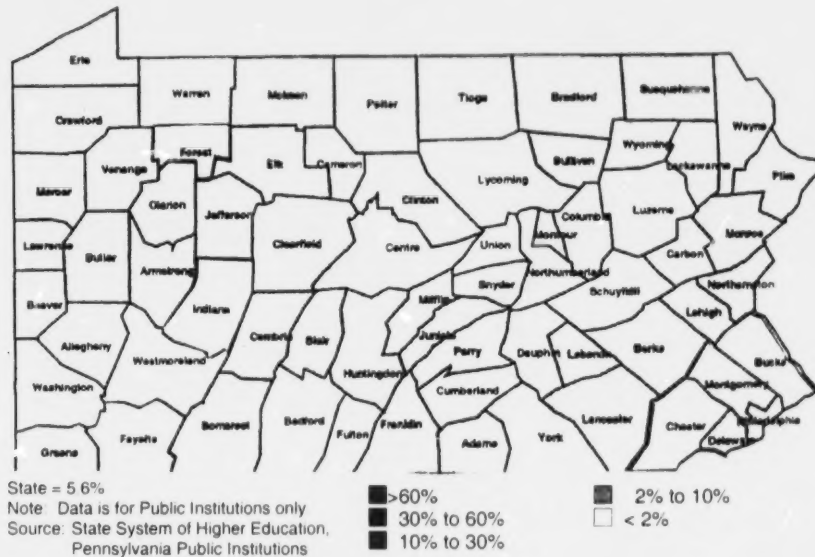
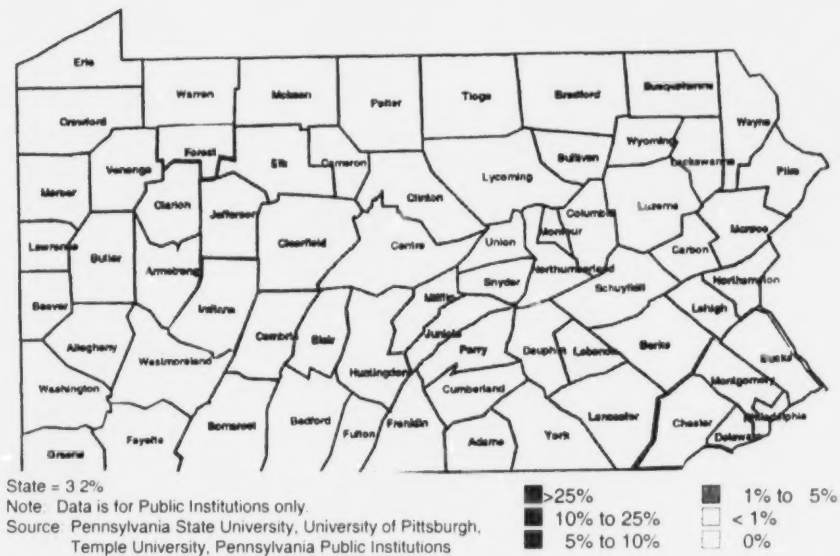


**Figure 37. Proportion of Part-Time Lower Division Undergraduates Attending Penn State University, University of Pittsburgh, and Temple University – Fall 2000**



- The presence of a community college in a county is directly related to higher participation rates for first-time, full-time freshmen and especially part-time students. Areas of

Pennsylvania *not* served by community colleges tend to have: (1) lower rates of enrollment of first-time, full-time freshmen, and (2) significantly lower rates of part-time enrollment in public institutions when compared to the areas served by community colleges (see Tables A1-A9 in the Appendix).

- Community colleges serve 30% or more of the first-time, full-time freshmen in public institutions in only 16 (24%) of Pennsylvania's 67 counties and all of these counties have participation rates significantly above the statewide average.
- Community colleges serve 60% or more of the part-time, lower division students in public institutions in 34 (51%) of Pennsylvania's 67 counties, and all of these counties have significantly higher part-time participation rates.

### Affordability

- Affordability is a significant issue in Pennsylvania for all students but especially students attending part-time – most often working adults.
  - Pennsylvania was 7<sup>th</sup> among 11 comparison states in affordability and 7<sup>th</sup> in the availability of low-priced colleges on *Measuring Up 2000*. Pennsylvania gets good grades for its need-based student financial aid programs, but these programs are insufficient to counter the comparatively high cost of going to college in Pennsylvania. Pennsylvania received an index score of 46 on a 100-point scale for low-priced colleges (the share of income that poorest families need to pay for tuition at lowest-priced colleges) (see Figure 18).
  - Public opinion surveys indicate that a higher percentage of respondents in Pennsylvania compared to those in comparison states say that the price of college is out of reach in the state. Thirty percent of Pennsylvania respondents say that the price of college is out of reach compared to 16% in Maryland, 23% in New Jersey, and 20% in Ohio.<sup>28</sup>
  - Students attending public institutions (State System and State-Related) in the five regions encompassing 27 counties *not* served by community colleges do so at prices (tuition and required fees) *two to three times* greater than comparable students in the counties served by community colleges. Even in non-sponsor counties where community colleges charge higher tuition, the total tuition and required fees are less than students would pay at other public institutions. State grants are for Pennsylvania students and since the amount of the grant is linked to both need and cost-of-attendance, some of the cost of attending institutions with higher tuition and required fees can be offset.
  - The disparities between counties served and not served by community colleges are most pronounced for part-time students because in non-community college counties part-time students are unable to offset higher tuition and fees with state student assistance. Pennsylvania Higher Education Assistance Agency (PHEAA) limits eligibility to grant aid to students taking 6 or more credit hours per semester, and students must be enrolled

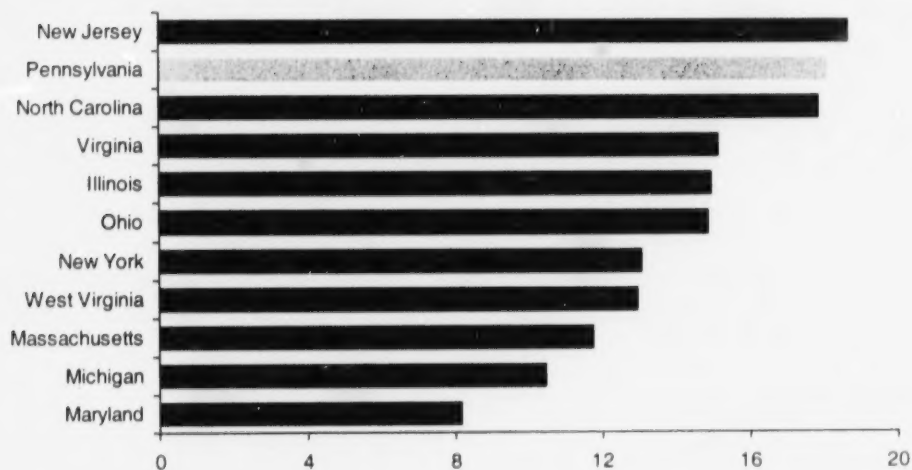
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<sup>28</sup> National Center for Public Policy and Higher Education (2000), 50-State Survey conducted in 2000, <http://www.highereducation.org>

in 2-year, degree-seeking programs. Therefore, adults seeking one-year certificate programs or other short-term training are not eligible for the state grant program.

- Pennsylvania institutions awarded higher levels of certificates and an average number of associate degrees compared to institutions in comparison states.
- Pennsylvania institutions awarded higher number of certificates (less than associate or baccalaureate degree) per 100 high school graduates compared to comparison states (Figure 38).

**Figure 38. Number of Certificates Awarded per 100 High School Graduates (1999)**

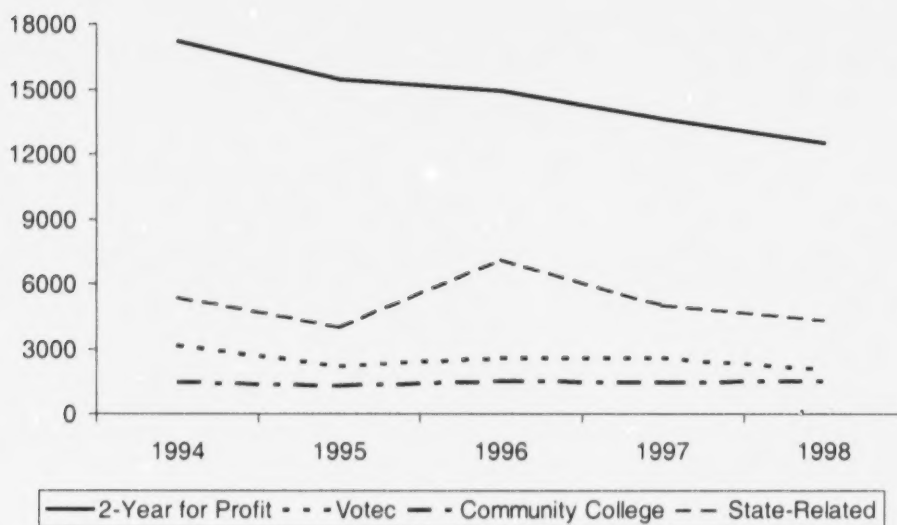


Divisor is 1995 High School Graduates

Source: NCES, IPEDS 98-99 Completions; WICHE High School Graduates 1996-2012

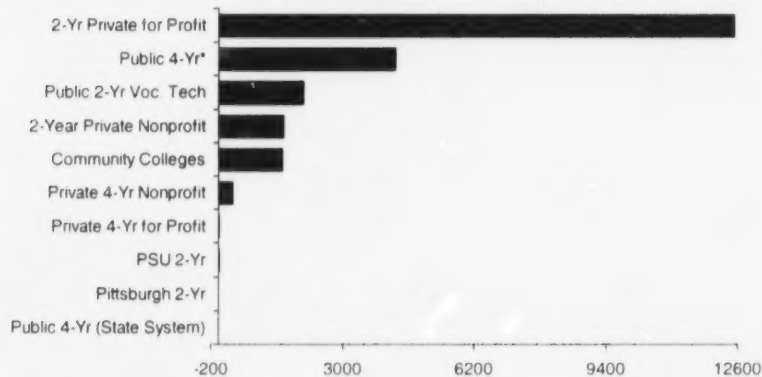
- The major provider of certificates is the for-profit sector, but the number served by this sector has been decreasing (Figures 39 and 40).

**Figure 39. Trends in Number of Certificates Granted by Sector**



Source: IPEDS 1999

**Figure 40. Number of Certificates Granted by Sector 1999**

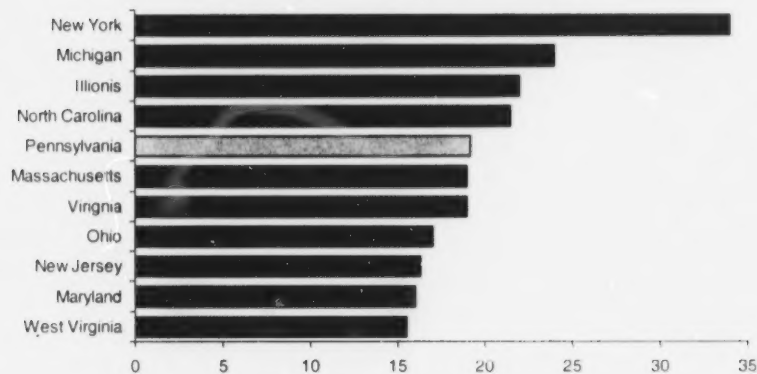


\* Main Campuses of Penn State, University of Pittsburgh, Temple University

Source: IPEDS 1999

- Penn State 4-year campuses (e.g., University Park campus) are major providers of certificates in the public sector.
- Public vocational institutions provide slightly more certificates than community colleges, but neither sector is a major provider in comparison to the for-profit sector (Figure 40).
- Pennsylvania is about average in relationship to comparison states in the granting of associate degrees per 100 high school graduates (Figures 41).

**Figure 41. Number of Associate Degrees Awarded per 100 High School Graduates (1999)**

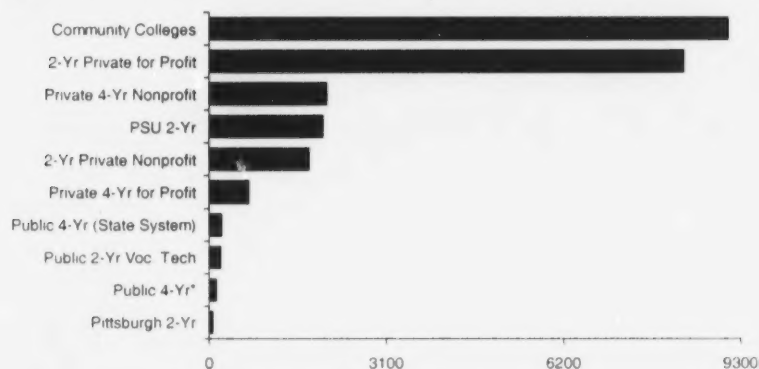


Divisor is 1995 High School Graduates

Source: NCES, IPEDS 98-99 Completions, WICHE High School Graduates 1996-2012

- Community colleges grant most associate degrees, but the for-profit sector is a close second (Figure 42).

**Figure 42. Number of Associate Degrees Granted by Sector 1999**

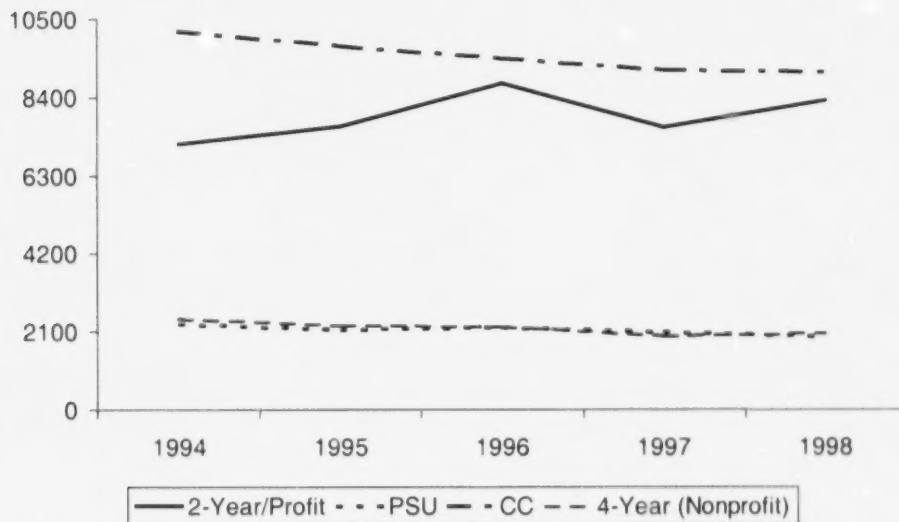


\* Main Campuses of Penn State, University of Pittsburgh, Temple University

Source: IPEDS 1999

- Penn State, Pitt and Temple 2-year campuses provide a small proportion of associate degrees in comparison to other sectors (Figure 42).
- The proportion of associate degrees granted by community colleges is decreasing, while the proportion granted by for-profit institutions is increasing (Figure 43).

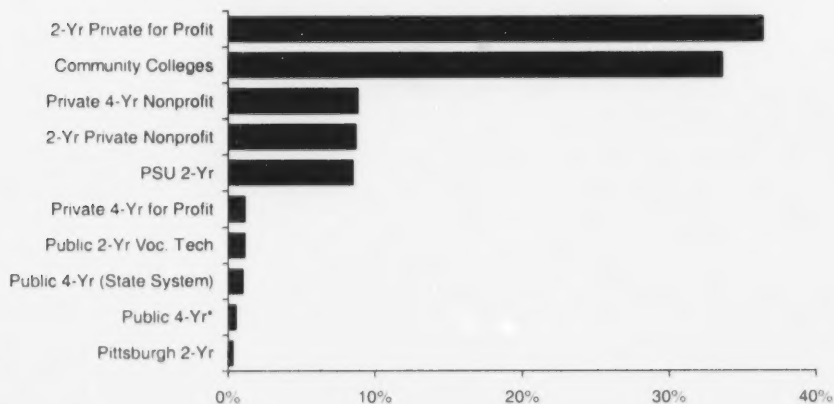
**Figure 43. Trends in Number of Associate Degrees Granted by Sector**



Source: IPEDS 1999

- Two-year, for-profit institutions award the largest number of professional and vocational associate degrees; the community colleges are a close second (Figure 44).
- Among public institutions, the community colleges are the major provider of professional and vocational associate degrees (Figure 44).

**Figure 44. Proportion of Total Number of Professional and Vocational Associate Degrees Awarded by Sector 1999**



\* Main Campuses of Penn State, University of Pittsburgh, Temple University

Source: IPEDS 1999

## Summary

Pennsylvania faces serious challenges with an aging population, a comparatively under-educated and unskilled workforce, and significant regional disparities in the quality of life and economy. The Commonwealth has many outstanding colleges and universities, including the 14 community colleges. Notwithstanding the strength of these schools individually, the evidence suggests that there is a significant mismatch between that capacity and the needs of large segments of the Commonwealth's population. In comparison to states with which Pennsylvania competes, fewer recent high school graduates in Pennsylvania go on to higher education, and despite comparatively low levels of education attainment and adult literacy in higher education, fewer working adults participate in higher education. Affordability is a significant issue in Pennsylvania for all students, but especially for students who attend postsecondary education part-time. Fewer employers in Pennsylvania compared to competitor states report that they are satisfied with how colleges prepare students for work.

The community college mission is directly related to these issues, yet these services are available to only a portion of Pennsylvania's population. Community colleges are *the primary providers* of lower-division, part-time opportunities in Pennsylvania. The presence of a community college in a county is directly related to higher participation rates for both first-time, full-time freshmen and part-time students. One strategy to address this mismatch is for the Commonwealth to establish a long-term strategy and policy framework to develop effective community college services in *every* region of Pennsylvania.

## **Availability of Community College Services in Pennsylvania**

### **Basic questions**

As indicated in the introduction to this report, the focus of NCHEMS' study was on community college *services*. The questions addressed by NCHEMS were:

- To what extent are community college services being provided to (and available to) people in the Commonwealth?
- What are the significant variations in provision?
- What are the barriers to necessary provision of these services?
- What short- and long-range policy alternatives should be considered?

In answering the first question, it is important to make distinctions between:

- The areas served by the existing community colleges.
- The areas not currently served to any significant extent by existing community colleges.

### **Existing community colleges**

#### ***Differences among the colleges***

The existing 14 institutions, formally recognized as community colleges under the Community College Act, enrolled 95,100 full-time equivalent (FTE) students in 1998-99. Each of the colleges evolved in a unique manner in response to the needs, culture, and other circumstances of its area. The differences among the colleges reflect the sharp historical, cultural and economic contrasts among the regions of the Commonwealth. Also, while each college provides the full range of services commonly associated with a community college (that is, level 1 and to the most extent level 2, as listed in Figure 17), the extent and nature of these services varies greatly. Generalizations about community colleges in Pennsylvania can be misleading.

Figure 45 displays key characteristics of the 14 community colleges capturing differences in sponsorship and service areas. Part-time credit enrollment is used to define service areas because part-time enrollments are a good indicator of the extent to which the colleges are reaching the adult population in their areas – whether for credit, non-credit, or other educational services.

**Figure 45. Percentage of Part-Time Enrollment from Sponsor-Area Counties at Pennsylvania Community Colleges, Fall 2000**

| Community College      | Type of Sponsorship | Total FTE Enrollment (1998-99) | Percent Part-Time Enrollment from Sponsor Area      | Percent Part-Time Enrollment from Other Counties | Counties Contributing the Largest Percent of Out-of-County Students                                                                      | Notes                                                                                                                              |
|------------------------|---------------------|--------------------------------|-----------------------------------------------------|--------------------------------------------------|------------------------------------------------------------------------------------------------------------------------------------------|------------------------------------------------------------------------------------------------------------------------------------|
| Bucks County CC        | County              | 7,761                          | 94%                                                 | 6%                                               | Montgomery (3%)<br>Philadelphia (2%)                                                                                                     |                                                                                                                                    |
| Butler County CC       | County              | 2,994                          | 67%                                                 | 33%                                              | Lawrence (12%)<br>Armstrong (9%)<br>Mercer (7%)<br>Clarion (3%)<br>Allegheny (1%)                                                        |                                                                                                                                    |
| Cambria Area County CC | County              | 946                            | 84%                                                 | 16%                                              | Somerset (11%)<br>Indiana (4%)                                                                                                           |                                                                                                                                    |
| CC of Allegheny County | County              | 17,988                         | 90%                                                 | 10%                                              | Washington (4%)<br>Westmoreland (2%)<br>Armstrong (1%)<br>Beaver (1%)<br>Butler (1%)<br>Fayette (1%)                                     |                                                                                                                                    |
| CC of Beaver County    | School Districts    | 2,024                          | 80%                                                 | 20%                                              | Washington (6%)<br>Lawrence (5%)<br>Armstrong (3%)<br>And several others (<1%)                                                           | 11 of 15 school districts in Beaver County are sponsors.                                                                           |
| CC of Philadelphia     | City                | 18,809                         | 98%                                                 | 2%                                               |                                                                                                                                          |                                                                                                                                    |
| Delaware County CC     | School Districts    | 6,744                          | 79%                                                 | 21%                                              | Chester (17%)<br>Philadelphia (2%)<br>Montgomery (1%)                                                                                    | 11 of 15 school districts in Delaware County are sponsors.                                                                         |
| Harrisburg Area CC     | School Districts    | 9,506                          | 59%<br>(Cumberland, Dauphin, Perry, and Schuylkill) | 41%                                              | Lancaster (18%)<br>Lebanon (8%)<br>York (8%)<br>Adams (5%)<br>Franklin (1%)<br>Juniata (1%)                                              | All school districts in Dauphin and Perry, 7 of 9 districts in Cumberland and 1 of 12 districts in Schuylkill County are sponsors. |
| Lehigh Carbon CC       | School Districts    | 3,582                          | 88%<br>(Lehigh and Carbon)                          | 12%                                              | Norfolk (5%)<br>Berks (2%)<br>Schuylkill (3%)                                                                                            | All school districts in Lehigh County and 4 of 5 districts in Carbon County are sponsors.                                          |
| Luzerne County CC      | County              | 4,823                          | 68%                                                 | 32%                                              | Columbia (6%)<br>Cumberland (6%)<br>Lackawanna (6%)<br>Susquehanna (4%)<br>Wayne (3%)<br>Schuylkill (2%)<br>Wyoming (2%)<br>Montour (1%) |                                                                                                                                    |

| Community College      | Type of Sponsorship | Total FTE Enrollment (1998-99) | Percent Part-Time Enrollment from Sponsor Area | Percent Part-Time Enrollment from Other Counties | Counties Contributing the Largest Percent of Out-of-County Students                 | Notes                                                                                                |
|------------------------|---------------------|--------------------------------|------------------------------------------------|--------------------------------------------------|-------------------------------------------------------------------------------------|------------------------------------------------------------------------------------------------------|
| Montgomery County CC   | County              | 6,735                          | 93%                                            | 7%                                               | Chester (3%)<br>Bucks (2%)<br>Philadelphia (2%)<br>Berks (1%)                       |                                                                                                      |
| Northampton CC         | School Districts    | 5,414                          | 68%                                            | 32%                                              | Monroe (21%)<br>Lehigh (7%)<br>Bucks (1%)<br>Pike (1%)                              | All school districts in Northampton are sponsors, and 1 sponsor district overlaps Bucks county line. |
| Reading Area CC        | County              | 3,144                          | 89%                                            | 11%                                              | Lancaster (7%)<br>Chester (1%)<br>Lehigh (1%)<br>Montgomery (1%)<br>Schuylkill (1%) |                                                                                                      |
| Westmoreland County CC | County              | 4,630                          | 89%                                            | 11%                                              | Fayette (6%)<br>Indiana (2%)<br>Allegheny (1%)                                      |                                                                                                      |

Percentages may not total due to rounding errors.

The colleges also differ significantly in 1) the balance between certificate level programs and associate degree programs, and 2) the balance between traditional general education/liberal arts programs and more occupational/technical programs.

- Proportion of certificates to associate degrees granted. The extent to which institutions grant certificates is an indicator of their provision of short-term specific-skill training for working adults. With the exception of Reading, Delaware, and Northampton, Pennsylvania community colleges grant fewer than 20% of their awards at the certificate (less-than-associate degree) level. Montgomery and Bucks grant fewer than 5% of their awards at the certificate level.
- Proportion of degrees granted in trade, technical, and health fields. This measure is an indicator of the extent to which an institution functions as a traditional community college with a strong transfer and liberal arts function. Montgomery grants more than 60% of its degrees in these fields – with a strong emphasis on health fields. In contrast, most other colleges grant fewer than 30% of their degrees in these fields.

Several of the colleges (Butler and Harrisburg, as examples) began with strong traditions as transfer institutions similar to public “junior colleges,” e.g., low-cost alternatives for students who intended to transfer to a four-year college or university. These institutions began with strong core faculty and program capacity in liberal education. Over the past 35 years, the mission and core capacity of these and the other community colleges have broadened significantly so that today all provide the full range of traditional community college services described in Figure 17. What is striking from NCHEMS’ interviews, however, is how many people still see the community colleges as primarily transfer institutions.

To one degree or another, all of the colleges face significant internal and external challenges in moving toward “best practice” in terms of the breadth of community college services delivered

to their regions. Recognizing the danger of generalizations, NCHEMS' assessment is that most of the community colleges are at the level of "developing practice" compared to other community colleges in the nation, with one or two making significant process toward best practice. In Figure 46, level A indicates Pennsylvania's community colleges are providing a service well. Level B indicates that progress is being made but work remains to be done to provide these services at levels comparable to other community colleges in the nation. Level C indicates that Commonwealth community colleges are behind the rest of the nation with regard to these services.

**Table 46. Assessment of Development of Community College Services at Existing Colleges in Pennsylvania**

| Community College Services                                         | Clients                               |                              |        |           |
|--------------------------------------------------------------------|---------------------------------------|------------------------------|--------|-----------|
|                                                                    | In-School Youth (Secondary Education) | Recent High School Graduates | Adults | Employers |
| Remedial and developmental education                               | C                                     | A                            | B      | C         |
| General education                                                  | C                                     | A                            | B      | C         |
| Transfer preparation                                               |                                       | A                            | B      |           |
| Career preparation                                                 |                                       | A                            | B      |           |
| Customized training, rapid response workforce development          |                                       |                              | B      | C         |
| Community Service (non-credit and other services to the community) |                                       | A                            | A      | B         |
| Distance education                                                 |                                       | C                            | C      | C         |
| Brokering and serving as a delivery site for other providers       |                                       | C                            | C      | C         |

#### ***Service to non-sponsor areas***

All of the existing community colleges draw the majority of their students from their sponsoring counties or districts. The extent to which the colleges draw students from non-sponsor areas varies significantly. The percentages drawn from counties that are not sponsors or from counties where sponsoring school districts are not located ranges from highs of 30% to 40% at Harrisburg Area Community College, Butler County Community College, Luzerne County Community College, and Northampton Community College, to lows of 6% in Bucks and 2% Philadelphia. (See Figure 45.) These percentages are important because a major policy issue facing the colleges – and the Commonwealth – is the extent to which existing colleges are depending on tuition and fee revenue from non-sponsor areas to finance the core operations of the colleges. This issue is addressed later in the Policy Barriers section of this report.

Even though non-sponsor counties receive some services from community colleges in neighboring counties, they consistently have part-time lower-division participation rates in public institutions that are lower than the statewide average of 2.1%. Their rates are consistently about 80% of the rates in the sponsor counties. As emphasized earlier, the presence in those

non-sponsor counties of a State System or State-Related institution is not sufficient to make up for the lack of a sponsored community college in terms of part-time participation.

Again, these findings underscore a policy issue for the Commonwealth. These non-sponsor counties do not have the level of community college services – especially affordable, flexible, and responsive services – that can be found in sponsor counties. **This lower level of services has significant implications in the light of the state's adult education and workforce development needs.**

### *Five areas for improvement*

While recognizing the strengths of the existing institutions, five areas for improvement stand out from the analysis of available data and discussions with community college leaders, employers, and policy leaders. These include:

1. Remedial services, developmental services, and adult literacy services, especially workplace literacy for adults in the workforce.
2. Partnerships with secondary education, especially increased dual enrollment, advanced placement, and use of community college faculty and resources to support critical areas such as mathematics and science at the secondary level.
3. Links with employers reflected in significantly increased contract training and technical assistance.
4. Serving as "open-provider" learning sites for the delivery by other providers of programs, courses and modules to meet the needs of the community.
5. Ensuring the same low price (tuition and required fees) for access to community college services to all Pennsylvania resident students served by the community colleges regardless of the county in which they are located.

Each of the colleges faces *internal* challenges to address these five issues. Nevertheless, a basic finding of this study is that **state policy changes are essential to provide the critical incentives and policy support for the community colleges to make these improvements.** This point is developed further below.

### **Community college services in areas not served by existing community colleges**

**Five regions of Pennsylvania encompassing 27 counties have essentially no services from community colleges.** NCHEMS identified those counties in which at least 50 students were enrolled part-time in a community college. In several counties (especially those in non-sponsor areas), two or more community colleges are enrolling 50 or more students each. NCHEMS then grouped the remaining counties, those that had fewer than 50 part-time students enrolled at *any* community college, into five "regions."<sup>29</sup>

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<sup>29</sup> The "regions" are used only for analysis. NCHEMS is not suggesting that these be used in any formal way. None of the formal regional arrangements (e.g., WIA) match the community college regions.

- In the following regions community colleges serve only a small fraction of students or none at all:
  - Northern Tier (Tioga, Bradford, Potter, Lycoming and Sullivan counties)
  - Central Region (Centre, Union, Clinton, Juniata, Mifflin, and Snyder counties)
  - North Central Region (Cameron, Jefferson, Elk, McKean, and Clearfield counties)
  - North West Region (Forest, Crawford, Clarion, Erie, Warren, and Venango counties)
  - Southern Alleghenies Region (Blair, Franklin, Huntingdon, Fulton, and Bedford counties)
- In these five regions, the presence of a State System institution is strongly related to high participation rates for first time, full-time freshmen. State-Related institutions tend to strongly affect their immediate location also but are not as widespread as the State System universities.
- Part-time lower-division participation is significantly lower in these five regions when compared to the regions served by community colleges. The State System and State-Related institutions serve part-time lower-division students in these regions, but these institutions are actually located in relatively few counties.

As emphasized in the previous section, there are clear differences between counties served by community colleges and those that are not:

- Lower participation rates for first-time, full-time freshmen in public institutions, except in those counties served by a local State System or State-Related institution.
- Significantly lower participation rates for part-time lower-division students in public institutions.
- Significant differences in affordability resulting from:
  - Required tuition and fees at the available public institutions that are two to three times higher than those at community colleges, and even higher at available independent and for-profit institutions.
  - The lack of availability of off-setting state student financial assistance for part-time students taking less than 6 credit hours per semester or pursuing less-than 2-year degree programs (see Policy Barriers below).
- The data indicate that the presence of a State System or State-Related institution in a county is not sufficient to yield part-time lower-division participation rates comparable to counties with community colleges. Students commonly served by community colleges are often those who must attend an institution within commuting distance because of financial, family, and work reasons. Therefore, the lack of a local institution that has a mission with the specific dimensions outlined earlier (e.g., open access and focus on student goal attainment, low price, flexibility and responsiveness to student/client needs and policies aligned with this mission) can be a major barrier to participation.

The counties without community college services<sup>30</sup> also tend to be those with:

- Lower levels of education attainment and adult literacy.
- Lower per capita incomes.
- High rates of loss of employment or slow employment growth in the 1990s.

These findings underscore a policy issue for the Commonwealth. If economic and workforce development is a concern in the state, the lack of community college services in these counties – especially to meet the needs of the place-bound adult population for increased postsecondary education and training – should be a major concern.

### Summary

While the existing community colleges are providing valued and needed services to their communities, significant improvements are necessary in order for these institutions to function at the level of “best practice” for community colleges. Serious gaps in the availability of community college services exist in non-sponsor areas that are served to a limited extent by existing colleges, and most importantly, in regions of the state where no community college currently delivers service.

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<sup>30</sup> Pennsylvania has a number of initiatives that provide the areas not served by community colleges as well as other regions of the Commonwealth counties with some of the services associated with the mission of community colleges. Many of these are carried out under the umbrella of Team Pennsylvania and through implementation of the Workforce Investment Act. Nevertheless, the services tend not to be brought together in a coordinated manner as one would find at a community college site. Examples include the PDE Bureau of Adult Basic and Literacy Education, funded extensively by Title II of the Workforce Investment Act; and the PDE Bureau of Technical and Career Education, responsible for the network of area vocational/technical institutions as well as adult and postsecondary programs. The Penn State College of Education is responsible for PA Win, the Pennsylvania Workforce Improvement Network, focused on adult basic education and workplace literacy. While community colleges and other higher education institutions are providers for these initiatives in the regions in which they are located, most of the providers for adult education and literacy initiatives are linked to the K-12 public education system, the area vocational education system, or private providers.

## Unique Culture of Pennsylvania

Beyond the information on Pennsylvania's demography, economy, and higher education performance, certain aspects of the Commonwealth's culture are fundamental to an understanding of the development of community college services in the state. One could view these points as "givens" or underlying assumptions for the development of policy alternatives. Without extensive elaboration, these points about Pennsylvania should be kept in mind:

- **Distinct regions and cultures.** Pennsylvania is a collage of highly distinct cultures and economies within the boundaries of a single state. Diversity is a common characteristic of most of the states in America, but Pennsylvania is certainly more complex than most. In the course of travelling throughout the state, NCHEMS found few leaders who spoke of the Commonwealth as a whole. The focus was on local and – at most – regional issues, not on issues that might concern the neighboring region much less a region somewhere else in Pennsylvania. Given this culture, one should expect – and encourage – highly diverse approaches to developing community college services throughout Pennsylvania. One-size-fits-all will not work.
- **"This is a Commonwealth": Strong tradition of local control.** Repeatedly in the course of the study and in every region of Pennsylvania, we were reminded that "Pennsylvania is a Commonwealth." The message is that Pennsylvania is – by culture, tradition, and policy – a highly decentralized network of political entities. This is reflected in the extreme fragmentation in local units of government (2,568 municipalities, 80% of which have less than 5,000 population, and 501 school districts). There is no tradition of – and in fact, strong opposition to – the *state* pre-empting local units of government to impose a statewide solution to an issue that local governments have not addressed or choose not to address. In fact, this same opposition would apply to any unit of government (county or otherwise) pre-empting authority of sub-units within its area. Therefore, one finds it difficult in Pennsylvania to gain support for statewide issues such as equity and fairness if the proposed state policy actions would pre-empt the authority of local government. The underlying philosophy and tradition is that the responsibility to decide what services are needed and how they will be financed is fundamentally local, not state.
- **"Provider" perspective dominates policy deliberations.** In higher education (as well as other aspects of policy), a "provider" or "institutional" perspective pervades formulation of policy. In most interviews and meetings, NCHEMS asked questions about the needs of the state's population and economy and the extent to which these needs were being met by higher education. With few exceptions, the conversation switched immediately to a discussion about institutions – most often about the relative prestige and political influence of institutions (with Penn State identified as the preeminent force to be reckoned with). As one person explained, the major higher education policy issue from his perspective was that there were too many excellent institutions, public and private, competing for a declining traditional market of college-age students and limited public funding. The issue was *not* framed in terms of problems of access, underserved populations, the need to upgrade the level of knowledge and skills of the adult workforce, and other issues facing the society and economy of the Commonwealth. The presumption appeared to be that because Pennsylvania has many excellent colleges and universities, the needs of the population and economy are, by definition, being met. The evidence in Pennsylvania as well as in other states, however, is

that a state can have strong institutions but these may not have as strong an impact on the state's social and economic conditions as some would expect.

Because of the dominant "provider" perspective, the message NCHEMS received was that it will be a challenge to gain support for the community colleges primarily based on their impact on critical issues facing the Commonwealth's population and economy. There would need to be a widely understood and accepted public agenda that makes this connection. At a regional level, leaders are making this case, as demonstrated by the Working Together Consortium report, *Working Together to Connect Workers to the Jobs of the Future*, and the recent report, *Greater Philadelphia's Knowledge Industry: Leveraging the Region's Colleges and Universities in the New Economy*.<sup>31</sup> Such a connection, however, has not been made at the state level. In other states, the leadership to shape such a public agenda has come primarily from the Governor and the state's business leaders.

- **Pervasive "private" market-oriented nature of system.** Pennsylvania has a strong tradition of relying on private entities to serve public purposes. The most visible reflection of this reality is the legal status of Penn State and other State-Related institutions. But this "market oriented" approach also pervades virtually every dimension of state policy by initiatives that draw extensively on (and often provide direct or indirect state subsidy to) private providers to meet public and "customer" or "client" needs.

As a corollary to this point, Pennsylvania does not have a tradition of supporting and giving special recognition to public institutions as the primary providers of public services.

- **Focus on 4-year baccalaureate degree as goal.** NCHEMS heard repeated comments that there is limited understanding among guidance counselors, parents, and the general public of the purpose and benefits of earning a certificate or associate degree for employment as well as further education. In some respects, there may be more understanding of the benefit of earning a certificate because this can be related directly to employment and can be easily distinguished from going to college. One manifestation of this issue is the difficulty throughout the Commonwealth of attracting students to enroll in manufacturing technology programs – despite the growing demand and prospects for excellent pay and good careers. But the issue is also reflected in the tendency to view community colleges primarily as "low cost" alternatives to attending four-year institutions.

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<sup>31</sup> Oversight Committee of the Regional Workforce Development Initiative for the Working Together Consortium, (2000) *Working Together to Connect Work to the Jobs of the Future: Critical Steps for Regional Success*. Pittsburgh: The Pennsylvania Economy League, Inc. Western Division; Pennsylvania Economy League, Eastern Division (2000). *Greater Philadelphia's Knowledge Industry: Leveraging the Region's Colleges and Universities in the New Economy*, Philadelphia, October 2000.

## Policy Barriers

In the review of previous studies, reports, and interviews, NCHEMS identified an extensive list of policy barriers to the development of community colleges in Pennsylvania – many stemming from the points about history and culture summarized above. The four principal policy barriers are:

- No explicit state recognition and support of the community college mission.
- Lack of leadership capacity at the state level for consistent attention to this mission.
- Outdated and seriously flawed financing policies that are inconsistent with the community college mission.
- Inconsistencies between intent of Commonwealth workforce development initiatives (Team Pennsylvania) and the fiscal and regulatory environment that constrains the community college's workforce development efforts.

The following is a summary of specific policy barriers within each of these categories.

### **No explicit state recognition of and support for the community college mission**

NCHEMS found that, in contrast to other states with fully developed community college networks, Pennsylvania has never made a full commitment to the community college mission – especially as reflected in the earlier description of community college services. The language of the 1963 Community College Act and the policy statements of the State Board of Education implied such a commitment, but it has never been fulfilled. This is demonstrated in several ways:

- **The community colleges are treated as “just another sector or group of providers,” not unlike the for-profit and independent sectors, despite their status as public institutions with unique missions to serve public purposes.** Reflecting the “private” nature of Pennsylvania's culture mentioned above, the community colleges are not recognized in state policy as unique *public* entities established and supported to carry out state priorities such as providing access and opportunity and workforce development. As a corollary, the community colleges are viewed as a loose confederation of independent providers, competing with each other more often than collaborating – a perception reinforced as much by the colleges themselves as by state policy.
- **The community colleges are funded by the Commonwealth as “revenue sharing” (state sharing the cost of what is fundamentally a local function), not as an explicit state policy objective.** In part because of the complexities of an outdated and flawed financing policy, the underlying public purpose for state funding of these institutions seems to have been lost.
- **There is a sharp contrast between the reality of the mission of the colleges – who they actually serve, the programs they offer, and the extraordinary benefits they provide to individuals and their communities – and the perceptions of the mission among key policy leaders.** The colleges serve an exceptionally diverse, largely adult, part-time student clientele, with services across the full spectrum of the mission described earlier in this report. Nevertheless, many leaders still perceive the colleges primarily as low-cost, convenient alternatives for academically under-prepared recent high school graduates to finish the first

two years of a baccalaureate degree. Less charitably, as one person commented, the community colleges are perceived by some as "last chance colleges – the lowest rung on the ladder of prestige, with Penn State at the top."

**Lack of state-level leadership capacity for consistent attention to the community college mission**

- **Lack of an effective policy framework for strategic planning and coordination of higher education in Pennsylvania.** The lack of a formal planning and coordinating framework in Pennsylvania – one that clearly frames the issues in terms of the major public policy issues facing the state's population and economy – means that policy is formulated primarily from the "provider" perspective described above. The Commonwealth has historically relied not on formal planning and coordination through a state agency, but on voluntary coordination through the Pennsylvania Association of Colleges and Universities, and more recently, on open-market competition among sectors. Despite its legal responsibilities, the State Board of Education, through the Council of Higher Education, has played a limited role. The Master Plan for Higher Education has not served as the principal framework for higher education policy in the Commonwealth. The Council of Higher Education is currently developing a new Master Plan and has identified community colleges as one of the issues that this new plan should address. Developing such a plan will be an important step, but the key will be to gain support for it from the state's policy leaders – the Governor and the General Assembly.
- **Lack of a state entity explicitly committed to the mission of developing community college services throughout the Commonwealth, and with the capacity to pursue that mission.**
  - The community colleges are the only higher education sector not "at the table" in direct policy deliberations with the Governor, General Assembly, and the major state agencies. The result is that the community colleges as a *statewide network* are not consistently recognized as a major public resource to address critical state priorities such as workforce development.
  - The community colleges are the only state-supported higher education sector – in contrast to the State-Related and State-Owned institutions – that is funded on a detailed formula basis and by an appropriation to and through the Pennsylvania Department of Education (PDE). Act 188 of 1982, for example, explicitly removed the state universities from the Department. As a result of that Act a single appropriation is made directly to the State System of Higher Education under the authority of the Board of Governors, which is responsible for developing the policies and detailed methodologies for allocating state funding to individual institutions. The result is a clear line of accountability for the mission of the state universities (primarily baccalaureate and graduate education). There is *no clear line of accountability* to an entity responsible for the unique mission of community colleges in the Commonwealth.
  - The focus of PDE is primarily on public K-12 education and the functions related to community colleges are primarily related to oversight and regulation. PDE lacks both the mandate and the capacity to serve as the principal statewide entity for advancing the community college mission, and performing other functions that state entities responsible for community colleges in other states carry out. Technically, the State Board of

Education has far broader authority in the Community College Act to oversee the community colleges than it exercises. Over the years, the State Board and PDE have taken what one person described as a posture of "benign neglect" – that is, the Board rarely raises any questions of substance about the community college mission and how well it is being performed. Instead, PDE has concentrated on narrow issues of compliance with regulations and procedures, and the colleges have substantial autonomy on issues of mission, program, and substance. To make matters worse, PDE tends to treat the community colleges as "just another sector to be regulated" without particular attention to the colleges' unique public purposes.

- Those interviewed by NCHEMS made a clear distinction between their criticism of the *bureaucratic structure and functioning of PDE as an agency*, on one hand, and the generally positive views about the PDE staff, on the other. The PDE staff is generally viewed as genuinely interested in the community colleges and helpful in resolving specific problems. The bigger issue is that PDE is mired in the details of implementing and enforcing an out-dated statute, years of accumulated regulations, and numerous individual (and often conflicting) interpretations of those regulations. The underlying mission of PDE is far more than to prevent small violations of regulations but to play a pro-active role in supporting the development of the community college mission in individual institutions and throughout the Commonwealth.
- Despite the responsibility of PDE for several functions that relate directly to the community college mission, especially adult education, and career and technical education, the Department appears to play no effective role in ensuring coordination among those functions at the regional level within the Commonwealth. A serious developing issue, for example, is the expansion of the mission of area vocational/technical institutions to include postsecondary, degree-granting functions. These institutions, several of which are located adjacent to or in close proximity to community colleges, perform important, valuable missions closely related to and complementary to the community college mission. The emphasis should be on collaboration and cooperation with the community colleges (as is occurring in several regions), not on competition and duplication, but the leadership for this to occur does not appear to be coming from PDE.
- **Lack of a venue to develop and implement a long-term financing policy for community colleges and community college services in Pennsylvania.** As emphasized below, the problems of community college finance have reached a level of complexity that will be difficult to resolve through the annual legislative and budgetary processes. PDE lacks the mandate, expertise, or credibility to mount fundamental changes in financing, especially when many of the policies are founded on statute. It will also be difficult to resolve these issues through the Pennsylvania Commission for Community Colleges, a voluntary membership organization – or, for that matter, any entity dominated by institutional representatives – because of opposition to policy decisions that affect each college differently. The Commission is an important means to promote coordination and sharing of resources among the colleges and serves as an advocate for community colleges and their mission. Nevertheless, the Commission is a voluntary association of boards of trustees and presidents, and each president's first obligation is to advocate and defend the interests of his or her institution. It is therefore unrealistic to expect the Commission alone to be able to

assume the role of statewide leadership for community college services across the Commonwealth.

- **Lack of essential data to make informed decisions about higher education policy from a student/client/public perspective.** As NCHEMS emphasized in 1998 in its work for the Pennsylvania House Subcommittee on Higher Education on the costs of postsecondary education, Pennsylvania has among the least developed state-level information systems of any state in the nation. The information available is largely about institutions and sectors – the enrollment, programs, faculty, facilities, and financing, and much of this is available primarily because it is collected for federal reporting purposes, not state policy. PHEAA has an extensive information system, but it is used primarily to implement its student aid programs, and it is not designed to address a broader range of policy questions beyond student financial assistance. As a general policy, State-Related institutions such as Penn State argue that, as private entities with special status under state law, they are not obligated to share detailed information.

The best example of the data/information gap is the lack of information on how the population of a county (and any other geographic area) is served by institutions and other providers in the state. In over three-quarters of the states, including states such as Kentucky, Maryland, New Jersey, New York, Ohio, and West Virginia, there exists a state-level “unit record” system with students as the unit of analysis. Such systems maintain information about students (in ways that meet privacy requirements) about geographic origin and other basic student data such as where each student enrolls, and how the student progresses through the system. Most information systems apply to the state’s public institutions, but in an increasing number of cases, private institutions are voluntarily contributing data because this is a way for them to demonstrate how they are serving the state. Such information is essential if policymakers want to know how well each county is being served, how effectively students are able to transfer between and among institutions, and how well the system is serving different population groups. Such information is not available in Pennsylvania.

Because of the excellent cooperation of the State System, Penn State, Temple, and the University of Pittsburgh, as well as the individual community colleges, NCHEMS was able to collect, compile, and analyze data on county origin of students enrolled at every campus of these sectors. These data were used for the analysis of participation rates summarized earlier in this report and in the Appendix. Unfortunately, time and resources did not allow a more extensive effort to ensure that all publicly supported institutions were included (Lincoln University, for example, did not submit data). In the long run, it would be highly desirable to include the independent and for-profit sectors on a voluntary basis in such analyses.

- **Lack of a state-level venue for “system” functions and services that cannot be performed by individual colleges and are difficult to accomplish only through the Pennsylvania Commission for Community Colleges, a voluntary membership organization.** Examples of functions and issues that are most effectively carried out with the leadership of a quasi-independent state-level entity, in collaboration with the Pennsylvania Commission for Community Colleges, are:
  - Developing an effective information system, including common data definitions, data collection routines, and reporting requirements.

- Addressing and resolving problems of transfer, articulation, and reciprocity among community colleges, and between community colleges and other sectors, including developing common course descriptions and numbering across the community colleges.
- Promoting collaboration among community colleges, as well as between the community colleges and other sectors, in serving non-sponsor areas.
- Shaping common policies necessary for the Pennsylvania Virtual Community College Consortium to succeed.
- Providing a venue for teams from two or more colleges to develop course modules to be delivered at multiple locations for statewide employers or other client groups.
- Providing a venue for initiatives designed to achieve improved management efficiencies (e.g., joint purchasing of major technology or software, sharing of the expertise on administrative and fiscal matters).

Many of these functions are now being carried out on a voluntary basis through the Commission and through networks of campus officials concerned with specific functions (business officers, student affairs and academic affairs officers). Under any structural alternative, these networks should be sustained and strengthened through the increased state-level authority and capacity for ensuring that their recommendations are implemented.

- **Lack of consistent, coordinated advocacy of the community college mission.** Pennsylvania is an exceptionally diverse state, and by definition, community colleges reflect that diversity. Consequently, it has been exceptionally difficult for the Pennsylvania community colleges to develop a common agenda and consistent presentation of issues to the Governor, General Assembly, PDE, and the Commonwealth's workforce development agencies. The effect of individual colleges advocating their specific regional interests before state bodies has been to fragment the image of community colleges as a network and to reinforce the image of the colleges as "just another group of individual providers." In most other states, a state entity for community colleges leads a statewide, coordinated strategy before the Governor, legislature, state agencies, and major employers or employer groups. The individual colleges (primarily through the state association) play a supportive, complementary role within that statewide strategy. In other states, such an entity has a statutory obligation to advocate *both* a statewide public agenda *and* the interests of individual institutions. In Pennsylvania, there is no such state entity.
- **Uncertainty in the future of local governance.** Effective local governance with strong links to employers and regional leaders is an essential prerequisite for effective community colleges. NCHEMS met with a broad cross-section of knowledgeable, dedicated trustees in the course of visits to each of the colleges and during statewide meetings. Our concern is that a number of the board members who remain the heart of the leadership of their boards have served for more than 20 years – several since the founding of the colleges in the 1960s. The benefit of this continuity is that the board members have a deep understanding of the history and culture of their sponsoring area and benefits of community colleges. Unfortunately, in time these members will move on. When that occurs, the policies and strategies should be in place for identifying and developing new members and board leaders. A policy change to provide for reasonable limits in board terms (for example, two

consecutive 6-year terms) for newly appointed members would provide both reasonable continuity and an opportunity to develop new leadership.

### **Outdated and seriously flawed financing policies**

The current financing policies seriously hinder the community colleges in carrying out their missions and in serving the Commonwealth.

Over the past thirty-eight years, the current funding policy has evolved from the original concept that the costs of community colleges should be shared one-third by local sponsors, one-third by students, and one-third by the Commonwealth. Changes enacted in 1993, and subsequent amendments to the Community College Act provisions in the School Code, essentially eliminated the "1/3, 1/3, 1/3" policy. Under the policy in place since 1993, the shares of costs borne by students (in both tuition and fees) and by the Commonwealth have increased steadily, while the share borne by the local sponsors has decreased.<sup>32</sup>

The complexity and nuances of the current financing policy cannot be overstated. The many different special provisions on financing, negotiated over the years by each college with its sponsors, compound this complexity. For example, the approaches taken by sponsors to generate local revenue differ from college to college – some use a direct appropriation from the county, others have a separate mill levy. Several sponsors have consistently refused to contribute the required 50% to capital costs with the result that colleges have had to find other means (e.g., often student fees and tuition from non-sponsor area students) to obtain necessary capital financing.

The complexity is in itself a major policy barrier. NCHEMS found few individuals, either at the college level or in Harrisburg, who could explain in a straightforward way – that is, so that the general public could understand – how the community colleges are financed, and how the financing is actually shared between the Commonwealth, sponsors, and students.

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<sup>32</sup> The current formula for state support of community colleges is based on equivalent full-time student (EFTS) enrollments. The number of EFTS in credit courses in the fall term is determined by dividing by 12 the total credits for which part-time students enroll. This quotient is then added to the headcount of full-time students taking 12 or more credits to arrive at the total EFTS figure. The sum is then multiplied by two to arrive at an annualized EFTS for reimbursement purposes. Noncredit enrollments (other than those which are avocational or recreational in nature) are reimbursed at 70 percent of the credit reimbursement rate, except for noncredit courses in fire safety, policy, and emergency services, which are reimbursed at the full credit rate. The number of noncredit EFTS for reimbursement purposes is determined by equating fifteen hours of classroom work or thirty hours of lab work to one semester. In addition to the basic credit reimbursement, community colleges receive a variable stipend reimbursement for EFTS enrollments in approved occupational or technical credit programs. Reimbursement rates are established in the annual state budget process as a specific dollar amount per EFTS for credit reimbursement. Different reimbursement rates are established for "variable stipend" credit hours for advanced technology, occupational programs, and statewide programs. Capital costs are shared on a 50-50 basis between the Commonwealth and local sponsors. These "mandated" capital costs are on-going legal obligations, including rentals, existing leases, and debt services. The Commonwealth appropriates a varying amount each year for "non-mandated" capital costs. In addition, unearned operating funds may be available for distribution for new equipment, new leases, or major repairs. These funds must be matched 50/50 by local sponsors.

Numerous specific issues in Pennsylvania's financing policy for community colleges have been documented repeatedly over the past decade. The following is only a summary of some of the most frequently cited issues, grouped according to four broad themes.

- **Lack of alignment of financing policy with the community college mission.** The flaws in the financing system provide clear disincentives for the community colleges to carry out critical dimensions of the community college services mission. These flaws undermine the capacity of the colleges:
  - To extend remedial and developmental services to the large number of Pennsylvania youth and adults who lack the basic skills to succeed in college or enter the workforce.
  - To be deeply involved in links with secondary education (e.g., through two-plus-two programs, dual enrollment, advanced placement, and programs for underachieving students) to increase the proportion of Pennsylvania youth who have the knowledge and skills to pursue higher education and to be prepared to enter the workforce.
  - To develop the kinds of technology-intensive (but often higher cost) programs to prepare students for Pennsylvania's changing economy.
  - To reach out and provide community college services in non-sponsor areas and throughout the Commonwealth *at community college prices*, emphasizing collaboration among the community colleges, and with other institutions, public and private, through the Pennsylvania Virtual Community College Consortium and other means.
  - To develop the basic core capacity (e.g., well-trained faculty and staff, and support services in such areas as curriculum design, assessment, and evaluation) to be the preeminent providers of workforce training in the Commonwealth. The colleges not only should be providers of highly responsive, flexible, customized training and other services to employers and adults in the workplace; they also should be bridges between employers and the best available education and training resources in the Commonwealth and the nation. They should serve as training or "learning sites" for content (programs, courses, training modules) developed by other providers (other community colleges, other Pennsylvania institutions, and global providers of content and training).

The financing policies that serve as significant obstacles to the capacity of the colleges to carry out these initiatives are both broad and highly specific. Examples include:

- Lack of a financing policy that ensures that Pennsylvania residents have access to community college services at prices (tuition and required fees) that do not differ significantly according to where students live or the mode of course delivery (e.g., distance learning).
- Out-dated limitations on tuition that have unintended consequences of increasing dependence on revenue from student fees, and for some colleges, growing dependence on tuition and fees from students in non-sponsor areas through newly developing centers and branches.
- Disincentives for extensive involvement with the K-12 system through dual enrollment, advanced placement, and other initiatives. Pennsylvania is one of only a few states that do not permit "double counting" of secondary students participating in college-level courses. In other words, an increasing number of states provide positive incentives for

school district/college collaboration by counting these students both for average daily attendance funding of school districts as well as for FTE funding of the participating higher education institution. Also, PDE has not consistently supported and funded the In-School Youth program intended to provide incentives for colleges to serve secondary school programs.

- Capital funding based on day-time enrollments that ignores the mission of community colleges to serve students in the evening and weekends and to undertake workforce training.
- 70% limit on reimbursement for non-credit enrollments (workforce development) that runs directly contrary to the state's priority for workforce development. The 70% limit undermines the ability of the colleges to develop the basic core capacity (see above) to be preeminent leaders in workforce development.
- Restrictions in eligibility for State Grants through PHEAA for part-time students taking short-term training, and schedules for students to apply for student aid that are geared to recent high school graduates and not to the needs of adult learners at community colleges.
- **Serious disincentives for effective planning and management.** In some respects, the most serious policy barriers facing Pennsylvania community colleges relate to the cost of bureaucratic processes that undermine effective planning and management. If these requirements contributed to improve accountability to the Commonwealth and the taxpayers of Pennsylvania, they could be justified. But their effect is to undermine rather than strengthen accountability, because they detract from efforts of the colleges to be effective stewards of the public's resources. Examples of some of the most serious problems include:
  - Funding on the basis of "reimbursement" of current year estimated enrollment and the related "re-budget" processes, resulting in uncertainties both in operating and capital budgeting, especially in "non-mandated" capital funding for equipment, renovation, and other purposes.
  - Variable stipend funding based on "programs" (rather than courses) and the delays and inconsistencies in the audit process.
  - Capital funding policy that is not only based on out-dated policy parameters, but discourages effective planning, gives inadequate attention to renewal of capital assets, and provides inadequate and unstable funding for the growing costs of technology and equipment (e.g., the non-mandated capital process).
- **Inability or unwillingness of local sponsors to provide financial support.** It is important to emphasize that the majority of sponsors – including both counties and school districts – are highly supportive of the community colleges. Nevertheless, NCHEMS heard repeated reference to a number of issues that raise serious questions about the ability (or willingness) of some sponsors, especially those that are school districts, to sustain their support for community colleges.
  - **The conflict faced by school boards and superintendents to sustain support for community colleges while struggling to find the resources within limited tax capacity to pay for school reform.** School boards are elected on K-12 issues, not because they support community colleges. Unfortunately, many school boards and

superintendents have come to see the sponsorship of a community college as a *cost*, not as an educational service or as a means for the college to support and complement K-12 reform. Examples exist at most of the community colleges of efforts to link to the K-12 system (e.g., assistance with at-risk youth, ESL programs, dual enrollment opportunities, in-service training of teachers in technology, etc.). There are clearly more opportunities to turn the "cost" of sponsorship into services that *benefit* the missions of both the school districts and the colleges.

- **Competing priorities and taxpayer resistance to tax increases for county sponsors.** Both counties and school districts face not only competing priorities, but also strong resistance to any increase in local taxes. A number of proposals have been advanced in recent years for the Commonwealth to assume responsibility for a significant portion, if not all, of the local share of community college financing. Reflecting Pennsylvania's culture, as described earlier, NCHEMS heard strong opposition among some at the state level for the Commonwealth to "pick up" the local share of community college financing if the local (county or school district) has decided not to be a sponsor. Clearly, any financing alternative should have strong maintenance-of-effort provisions for existing sponsors, and certain minimum funding obligations for counties to which community college services are extended in the future.
- **Lack of policy incentives for collaboration among institutions at a regional level or across the Commonwealth.** The financing policies for the community colleges, as well as those for other sectors (especially the State System), could best be described as incentive systems for *competition*, not collaboration.
  - Because of the FTE-based funding system and the increasing reliance on student revenue (student fees and non-sponsor area tuition), there are few incentives for the community colleges to collaborate. The funding system undermines collaboration in serving non-sponsor areas and gives few incentives for the colleges to share resources, "buy" programs and courseware from other institutions, or collaborate in workforce development initiatives.
  - The funding policies *within* the major systems, especially the State System, provide few incentives for resource sharing and, in particular, for articulation and transfer.
  - Some of the most promising collaboration initiatives in Pennsylvania are at the regional level – in the Southwest and Southeast. The key to these initiatives is strong external, third-party funding from the federal government and corporations (e.g., the Shipyard College and the successor Collegiate Consortium), and major business, civic, and foundation leaders (in the Southwest). For these efforts to succeed in the long run and for others to develop (for example, in the Lehigh Valley), changes in state policy will be essential. Comparatively small levels of regional private-sector funding for positive incentives will not be enough to counter the powerful negative incentives deeply imbedded in current state policy.

**Inconsistencies between intent of Commonwealth workforce development initiatives (Team Pennsylvania) and the fiscal and regulatory environment that constrains the community college's workforce development efforts.** Pennsylvania is undertaking an impressive, far-reaching initiative under the umbrella of Team Pennsylvania to implement a comprehensive,

customer-focused, seamless workforce development system. This is reflected in, among other components:

- Implementation of the Workforce Investment Act under the Team PA Workforce Investment Board.
- The Workforce and Economic Development Network (WEDNetPA) and the Guaranteed Free Training program, originally drawing on the community colleges and State System institutions, but now extended to other providers.
- CareerLink, a statewide network of "one-stop" centers.
- PAWin, the Pennsylvania Workforce Improvement Network, led by the Penn State College of Education, focused on adult basic education and workplace literacy.

The evolving system is strongly customer-focused and market-oriented. The basic method for obtaining services is through "purchase of service" to meet the needs of individual customers or clients (individuals or employers). The needs of customers/clients are defined by a centrally established process, and once conditions are met, the central authority contracts with approved providers to deliver the services.

The system has much to commend it because of its strong emphasis on a high degree of responsiveness to the needs of employers and the large numbers in Pennsylvania's workforce who need access to workforce training. It also can take advantage of the best available sources of content and training programs not only in the Commonwealth but also (as illustrated by use of SmartForce, an international provider of training primarily through the Internet), in the world.

To varying degrees, the community colleges are involved as providers in all these initiatives. Nevertheless, NCHEMS heard criticism of some of the colleges for their limited involvement in workforce development. While some of this criticism is well founded, it is often based on inadequate information about the extent to which many community colleges *are involved* and the policy barriers mentioned earlier in this report.

What is missing in the current Team Pennsylvania and related initiatives is a commitment to the core institutional capacity at the community colleges and in every region of the state to ensure coherence and continuity in service. For example, it is important for employers and other clients to have access to the best available programs and content delivered by providers throughout the Commonwealth, nation, or world (e.g., SmartForce). But the experience throughout the country shows that adult learners, especially adults in the workforce, are unlikely to benefit from technology-based delivery of content without local core support services at the "learning site," including access to learning resources and technology.<sup>33</sup>

Serving as "learning sites," providing essential support services for learners, is one of the most important dimensions of "best practice" in community college services. Yet, as described earlier in the summary of policy barriers, Pennsylvania community colleges are severely limited in their capacity to provide these services in the current policy environment. Changes in state leadership and financing policy are essential to make it possible for the colleges to be full participants in Pennsylvania's workforce development strategies.

## Recommendations

NCHEMS concludes that urgent issues facing the Commonwealth require that Pennsylvania undertake fundamental reform. Technical changes in the current arrangement will not be sufficient. How these changes actually take place – whether through sweeping change in one legislative session or step-by-step changes over several years – will depend on the extent to which the Commonwealth's policy leaders are willing to lead change.<sup>34</sup>

### Overall policy objectives

The following policy recommendations aim at two policy objectives:

- Strengthen the capacity of existing community colleges to serve their regions and critical state priorities such as workforce development.
- Ensure the availability of community college services in all regions (counties) in Pennsylvania.

### Policy with regard to state leadership and local governance

NCHEMS recommends that Pennsylvania change the state-level structure for leadership and coordination of community colleges and take steps to strengthen local governance.

### *Criteria for leadership and governance policies*

- Create a state relationship with community colleges that respects:
  - Strong local governance
  - Multiple funding sources (state, local, students, employers, other)
- Distinguish between responsibility for:
  - Ensuring access to community college services (state responsibility); and
  - Sustaining institutions (local responsibility)
- Sustain and strengthen local governance
- Provide a policy framework recognizing and supporting different structures and policies
  - At each community college

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<sup>33</sup> See Western Cooperative for Education Telecommunications, <http://www.wiche.edu/home.htm>.

<sup>34</sup> Reflecting the different conditions facing each college, Pennsylvania's community college leaders differed significantly in their sense of urgency about the need for policy change. In the course of this study, some argued that the focus should be on relatively technical changes. Others urged that NCHEMS consider fundamental changes in the overall system.

- Within each region in relationship to unique needs and unique configurations of existing resources
- Respect a preference/culture for “market” oriented approaches as opposed to regulation/bureaucratic approaches
- Do not link the governance of community colleges to universities – maintain a “firewall” between sectors with significantly different missions and faculty reward systems

### *Recommendations on leadership and governance*

#### **State leadership and services**

- **Create a new statewide community college services entity.**<sup>35</sup> Transfer to this entity all responsibilities for community colleges as defined in the Community College Act from the jurisdiction of the State Board of Education and Pennsylvania Department of Education. The new statute should emphasize appropriate policy leadership and coordination authority at the state level, balanced by strong local responsibility for governance.
- **Establish the statewide community college services entity as “...a body corporate and politic constituting a public corporation and government instrumentality”** – with the same independence as the Board of Governors of the State System of Higher Education.
- **Establish the basic mission of the new entity** to be to:
  - Support the capacity of each of the colleges to serve its region,
  - Link the community college services network to the major priorities facing the state,
  - Advance the development of community college services in all regions of the Commonwealth, and
  - Hold the system and its components accountable to the state and public.
- **Make explicit that the entity would not govern institutions.** Responsibility for governance should remain with local boards and/or other local/regional entities established to ensure availability of community college services.
- **Provide for a board of directors with some members appointed by the governor and others by the legislative leadership.** Members should not be employed by, or have any official capacity at, institutions of higher education.
- **Establish an advisory council to the board of directors comprised of board members and presidents** (appointed by the current Pennsylvania Commission for Community Colleges or its successor voluntary membership association).

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<sup>35</sup> One alternative is to name the new entity the Pennsylvania Commission for Community College Services and to rename the current Commission as the Pennsylvania Association for Community Colleges. The word “Commission” is appropriate for a governmental entity while the word “association” would reflect the voluntary membership structure of the current organization of presidents and board members.

- **Provide for a single state appropriation for community college services to the entity according to a simplified formula based on state priorities.** Charge the entity with responsibility for developing the criteria for allocation of funds to community colleges and for other purposes (see financing recommendations below).
- **Establish functions of the statewide community college services entity** as:
  - Allocating state funding to advance the community college mission in Pennsylvania (see financing recommendations below).
  - Developing the central role of community colleges in state and regional workforce development strategies.
  - Ensuring accountability to the governor and legislature for state priorities and proper and efficient use of state resources.
  - Providing a venue for addressing issues requiring statewide solutions, for example:
    - Common approaches to issues such as data and reporting, course/module descriptions, and course numbering.
    - Articulation, transfer, and reciprocity (among community colleges and with other sectors).
    - Pennsylvania Virtual Community College Consortium.
    - Initiatives to achieve economies of scale while maintaining local control.
  - Supporting effective local governance of community colleges, including providing technical assistance to institutions that may be in transition in local governance or sponsorship.
- **Assign lead responsibility to the new entity for extending community college services to all regions of the Commonwealth that do not now have full access to these services,** drawing to the maximum extent possible on:
  - The capacity of the existing community colleges and the Pennsylvania Virtual Community College Consortium.
  - Collaborative relationships with existing institutions located within underserved regions (e.g., the State System, Penn State Commonwealth Colleges, the University of Pittsburgh, Temple, and area vocational/technical institutions, as well as the independent and for-profit sectors).
  - Alternative modes for ensuring access to community college services, including building on the foundation created by the community education councils.

#### **Local governance**

- **Strengthen local governance of community colleges**
  - Provide for a transition to board memberships with defined terms (e.g., two consecutive six-year terms).
  - Reduce the size of boards toward the goal of boards with no more than 11 members.

- Phase out school district sponsorship of community colleges and move to new sponsorship/governing arrangements (e.g., county or independent public corporation serving as the governing board for a regional – multi-county – community college).
- Provide a transition period with options for community colleges to move to new requirements over a 4- to 8-year period.

### ***Rationale for recommendations***

NCHEMS considered a number of structural alternatives. An important consideration was the need for a link between reform of financing policy and the state leadership structure. Our conclusion is that Pennsylvania will not be able to bring about the kind of reforms needed in financing policy (see below) within the current policy structure in which PDE is the principal implementing agency. Therefore, an independent public entity with stature comparable to the Board of Governors of the State System (but with different powers and duties) is an essential condition.

Another important consideration was the proposal of some respondents that responsibility for the community colleges be transferred from PDE to the Board of Governors and the State System of Higher Education. There are many reasons for strategic alliances between the proposed community college entity and the State System (e.g., shared services, greater sharing of facilities for delivery of services, and alliances to serve underserved areas), but we believe it would be a serious error to merge these two systems. The main reasons for this decision are as follows:

- The Board of Governors is a statewide *governing* board, and as such, the board and chancellor have broad authority related to external and internal operations of each university under their purview. This authority extends to the appointment of presidents, faculty and staff personnel policies, and to the academic, student affairs, and administrative functions. Institutional boards are primarily advisory and are subordinate to the authority of the Board of Governors and Chancellor. If the community colleges were merged with the State System, the governance responsibility of the colleges would be shifted from local boards to the Board of Governors. NCHEMS believes that state-level *governance* of community colleges is fundamentally inconsistent with their *local* and community mission and focus. The proposed state-level entity would lead and coordinate, not govern, the community college network.
- The mission of the State System universities, and the faculty personnel, academic and other policies related to that mission, are fundamentally different from those for community colleges. The experience throughout the nation demonstrates that linking community colleges to universities can have subtle, but profound, effects on the capacity of the community colleges to carry out critical dimensions of their mission. These dimensions include open access, remedial and developmental education, serving part-time adults, and workforce development at the certification and associate degree levels. The State System institutions also make contributions in each of these areas, but their primary focus is on their baccalaureate and graduate missions. The recent reforms in Kentucky, Louisiana, and West Virginia have deliberately separated community colleges from four-year colleges and universities. The leadership of these states concluded that

strong community colleges were essential to the state's future, but that these institutions would never develop as long as they were governed by and subordinated to universities.

- Currently, the board of trustees and president of each community college are responsible for the human resource policies of the college, including faculty personnel policy, collective bargaining (if any), and related matters. In contrast, the State System human resource policies, including collective bargaining, are centralized. One of the inevitable outcomes of a merger of community colleges with the State System would be the consolidation and centralization of human resource policies and the application of statewide collective bargaining to the community colleges. Even if a separate bargaining unit were established for the community colleges, the responsibility for human resource policy would shift to the central level and there would likely be strong pressures to conform community college policies to those of the State System.

## **Financing policy**

### ***Criteria for policy alternatives on financing***

- Assign responsibility for implementing financing policy to an entity that has explicit responsibility for the mission of community college services and align financing policy with that mission (e.g., the mission to provide services that are flexible and responsive to student/client needs and to provide workforce training).
- Shift from the current Commonwealth policy of financing based on "reimbursing costs" to a policy of "purchasing services."
- Promote connections with workforce development and other public priorities.
- Base financing policy on a realistic assessment of the ability of students to pay, and the capacity and willingness of local sponsors and the Commonwealth, to share in financing responsibility.
- Ensure that students have access to community college services at a price that is not determined by their place of residence within the Commonwealth.
- Provide a policy framework for providing services to non-sponsor, unserved areas.
- Provide incentives for effective local governance and management (strategic planning and efficient and effective use of resources).
- Ensure fiscal stability, but provide for:
  - Responding appropriately to rapid growth.
  - Cushioning the impact of periods of decline.
- Provide for capital investment aligned with the community college mission:
  - Initial capital developments as well as renewal of assets.
  - Buildings as well as the necessary technology.
  - Capital investment for core capacity (primarily technology) for institutions and educational centers to serve as "learning sites" for programs, courses/modules delivered

by other providers (e.g., through the Pennsylvania Virtual Community College Consortium or other providers).

- Provide incentives for collaboration among community colleges and between community colleges and other institutions (State System and State-Related institutions, area vocational/technical institutions, and others), especially in serving underserved counties.
- Greatly reduce the complexity of, and ambiguities in, the community college financing policies and regulations so that the objectives and bases for accountability are clear to the Governor, the General Assembly, sponsors, boards of trustees, and the general public.
- Provide for phased implementation to allow the Commonwealth, sponsors, and boards of trustees the time to make changes in policy necessary to ensure a smooth transition.

### *Recommendations on financing*

- **Transfer responsibility for community college financing policy from the Pennsylvania Department of Education to the new statewide community college services entity (paralleling the responsibility for financing policy of the Board of Governors of the State System of Higher Education).**
  - Appropriate all funds for all community colleges and community college services to the new entity. An annual appropriation would be made to the entity based on a budget request.
  - Assign responsibility to the new entity for allocating state funding for community college services to institutions and other entities, in full consultation with the Governor and General Assembly.
- **Change from the current Commonwealth policy of "reimbursement" based on the current year's enrollment, to "purchase" of community college services at an established price per FTE (or SCH) or other objective bases.**
  - Determine enrollment (or semester credit hours) not on the current year's enrollment but on a rolling average enrollment calculated over several years in a manner that would provide (1) a degree of stability in down-turns but (2) recognize rapid increases.
  - Incorporate funding for advanced technology, occupational, statewide, and other special, high-cost functions currently supported by "Stipend" payments into the basic allocation formula through "weighting" of the base allocation as is done in many other states' higher education funding formulas. Base the allocations on *courses or modules* rather than programs would be incorporated
  - Provide state funding for both credit and non-credit courses, explicitly including non-credit courses for workforce development training. Eliminate the current 70% limitation on reimbursement for non-credit workforce training courses.
  - Continue to provide for a 50/50 sharing of capital costs between the Commonwealth and local sponsors, but revise the capital financing policy to:
    - Update the current space approval formula and related policies to reflect the missions of community colleges to serve students and clients at times and places that meet their

needs (e.g., in the evenings and on weekends), and to provide non-credit workforce training.

- Assign to the statewide community college services entity the responsibility for developing the criteria and methodology for capital financing
- Establish a Commonwealth Community College Workforce Challenge Fund and a State Priorities Fund (see below).
- **Assign to each community college the responsibility to establish student tuition and fees at levels consistent with the community college mission** (e.g., one-half to three-fourths of the tuition and required fees at State System institutions).
  - Determine tuition and fee levels on the basis of students' ability to pay, not (as currently) on a percentage of costs. The state statutory requirement that limits tuition to one-third of cost would be eliminated.
  - Establish at each community college common tuition and required fees (price) for Pennsylvania-resident students in both sponsor and non-sponsor areas. In other words, the current practice of charging higher tuition to students from non-sponsor areas would be eliminated. Because this change would have significant implications for how each college manages its revenue sources, each community college would be responsible for developing a phased implementation to avoid unnecessary disruptions for students and the institution.
  - Assign responsibility to the statewide community college entity for establishing the tuition and fee rates for the Pennsylvania Virtual Community College Consortium taking into consideration the average of tuition and fees charged by all community colleges.
  - Authorize community college boards of trustees, with approval of local sponsors, to "buy down" the tuition for sponsor-area residents from the community colleges' common tuition and fees established by the board (see below the options for use of Workforce Challenge Funds).
- **Assign to local sponsors the responsibility for funding 50% of capital costs, "learning-site" services costs to ensure access to community college services provided on-site or through distance (e.g., Web-based) delivery, and such additional services as the sponsors deem appropriate.** "Learning-site" services costs, to be defined by the state community college services entity, would include access to administrative support services such as registration, student accounts, etc., and student developmental services such as tutoring, academic advising, personal counseling, career counseling, and library services. Also included would be availability of technology necessary for students to access Web-based courseware and services. As indicated above, NCHEMS recommends that Pennsylvania phase out school district sponsorship and move to sponsorship by counties or independent public corporations serving as the governing board for a regional – multi-county – community college.
  - Require existing sponsors to maintain local effort in support of community colleges.
  - Limit local sponsors' budget approval authority to only the portion of the budget related to their local contribution to the financing of community college services.

- **Establish a new Commonwealth Community College Workforce Challenge Fund.**
  - **Establish the purposes of this Fund to develop the core capacity for providing services that are essential to support workforce development in all regions of the Commonwealth.** This capacity would be developed at existing community colleges or, in areas not served by community colleges, through other means (for example, at "learning sites"). Priority would be given to serving adults in the workforce and meeting employer needs.
  - **Define "core capacity" as the capacity to provide the following kinds of services at regional sites (existing community colleges or, as necessary, other means) accessible to employers and place-bound adults:**
    - "Learning-site" services (see above), including assessment, guidance, and placement services for both employment and further education and training (coordinated with CareerLink)
    - Remedial, developmental, and workplace literacy services
    - Customized training and other workforce development services for employers
    - Access to *part-time* postsecondary education and training (including general education, math, science, etc.) at the certificate and associate degree levels leading to transferable certification (e.g., industry-based certification) or degree-credits
    - The capacities both to provide such education and training *and* to broker access to services from other providers (e.g., state-related or state-operated universities, independent institutions, for-profit providers, or distance education providers from in- or out-of-state).
  - **Assign the new community college services entity the responsibility to administer the new fund.**
  - **Establish these components of the new Fund:**
    - **Core capacity grants.**
      - Existing community colleges would be eligible to receive a core capacity grant based on data for the counties that they serve (e.g., the population age 25 to 44, level of unemployment, and other variables as determined by the state community college services entity). The colleges would be authorized, with approval of local sponsors, to use the allocations from the Fund to "buy down" tuition for sponsor-area residents from the common tuition and fees, but *not* for reducing local tax effort (see recommendation for common tuition and fees above).
      - Counties that are not currently sponsors of community colleges would be eligible to receive core capacity grants (based on the same variables listed above) provided that they commit to fund basic community college service requirements as defined by the state community college services entity. Examples of these requirements include 50% of capital financing and "learning site" services costs for access to technology and essential support services). The counties could use a variety of means to meet these basic requirements, including, for example, establishing a higher education center and purchasing services from a community

college, or relying upon the Pennsylvania Virtual Community College Consortium, or other providers (public or private, in-state or out-of-state).

- **Performance grants.** Existing community colleges and entities established by counties to provide access to community college services, would receive *performance allocations* on the basis of the number of industry-based certifications granted and matching of funds generated from partnerships with employers, WIA initiatives, and other sources. Performance grants would replace the existing Community College Workforce Development Challenge Grants currently administered by PDE.
- **Regional collaboration incentive grants.** A regional component would provide incentives for public/private initiatives for regional (multi-county) collaboration among community colleges and other providers for regional workforce development. For example, the Commonwealth could match private funding (business and industry, foundations, etc.) of regional workforce development funds to support initiatives between and among institutions to improve workforce development in the region.
- **Establish a Commonwealth Priorities Investment Fund to reward community colleges for outstanding performance in meeting state needs.**
  - Focus the fund on long-term public priorities identified by the Governor and General Assembly (e.g., K-16 initiatives).
  - Assign responsibility to the statewide community college services entity for developing the allocation criteria and administering the investment fund.
- **Provide explicit Commonwealth incentives for collaboration between community colleges and public K-12 school districts through dual enrollment, advanced placement, and other initiatives.**
  - Authorize both school districts and community colleges to receive state funding for secondary students who enroll in community college courses. School districts should not be penalized through loss of average daily attendance (ADA) funding for these students, nor should community colleges lose FTE/SCH funding.
  - Identify and eliminate other policy barriers to collaboration between community colleges and school districts.
- **Change PHEAA policies to increase access for community college students to State Grants and other student financial, especially part-time students and adults in the workplace.** For example:
  - Extend eligibility to students pursuing short-term, less-than-2-year certificate programs and taking less than the equivalent of 6 credit hours per semester.
  - Modify the current restrictions on the percent of a student's credit hours that can be earned in any semester through distance learning (current limit requires 50% through traditional classroom instruction).
  - Maintain the PHEAA policy put in place in 2000-2001 of an extended deadline for student aid applications from community college students.

### ***Rationale for recommendations***

NCHEMS considered a range of alternatives in the light of the criteria listed above, including making several specific changes without a fundamental overhaul of the system. In the end, we concluded that it was important to describe a major change in the financing system, recognizing that it may take several years to enact and implement all the changes. A major reason for recommending a new statewide entity is that it would have the mandate, capability, and credibility to work out the details of implementing financing reform and to resolve financing on a step-by-step basis over a multiyear period.

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## **Appendix**

### **Enrollments by County for State-Related and State System Universities, and Community Colleges**

NCHEMS obtained information on enrollments by county of origin provided voluntarily by each of the community colleges, the State System, Penn State, the University of Pittsburgh, and Temple. Lincoln University did not submit data. This is the first time (at least in recent years) that these data have been collected and compiled. Comparable data are not currently available for the independent and for-profit sectors. The level of participation in public sector institutions in a county is most likely influenced by the presence of independent or for-profit institutions in the county.

NCHEMS created nine "regions" to describe the different parts of the Commonwealth: Southeast, Northeast, South Central, Southwest, Northern Tier, Central, Southern Alleghenies, North Central, and Northwest. The "regions" are used only for analysis. NCHEMS is not suggesting that these be used in any formal way. None of the formal regional arrangements (e.g., WIA) match the community college regions.

- Tables A1 through A9 are all sorted high to low on the first data column to the left. This sorting means that the counties of each region are NOT in alphabetical order in each table.
- In all tables, the five data columns to the right when added together total 100% (with rounding errors).

# Table A1 – Southeast Region

## First-Time, Full-Time Students – Fall 2000

| County       | First-Time, Full-Time<br>Students as Proportion of<br>High School Grads 2000 | Enrollments by Sector         |                       |                              |                                    | Public 4-Year<br>(Penn, Pitt,<br>Temple) |
|--------------|------------------------------------------------------------------------------|-------------------------------|-----------------------|------------------------------|------------------------------------|------------------------------------------|
|              |                                                                              | <i>Community<br/>Colleges</i> | <i>PSU<br/>2-Year</i> | <i>Pittsburgh<br/>2-Year</i> | <i>State<br/>System<br/>4-Year</i> |                                          |
| Bucks        | 43.9%                                                                        | 42.0%                         | 11.8%                 | 0.4%                         | 24.7%                              | 21.1%                                    |
| Montgomery   | 37.5%                                                                        | 38.3%                         | 10.7%                 | 0.6%                         | 25.9%                              | 24.5%                                    |
| Delaware     | 36.1%                                                                        | 39.8%                         | 14.3%                 | 0.3%                         | 27.8%                              | 17.8%                                    |
| Philadelphia | 34.2%                                                                        | 47.0%                         | 10.9%                 | 0.3%                         | 17.0%                              | 24.8%                                    |
| Chester      | 33.9%                                                                        | 19.6%                         | 14.4%                 | 0.3%                         | 42.1%                              | 23.6%                                    |

## Part-Time, Lower-Division Undergraduates – Fall 2000

| County       | Part-Time, Lower-Division<br>Undergraduates (Fall 2000)<br>as Proportion of 25-44<br>Population 1999 | Enrollments by Sector         |                       |                              |                                    | Public 4-Year<br>(Penn, Pitt,<br>Temple) |
|--------------|------------------------------------------------------------------------------------------------------|-------------------------------|-----------------------|------------------------------|------------------------------------|------------------------------------------|
|              |                                                                                                      | <i>Community<br/>Colleges</i> | <i>PSU<br/>2-Year</i> | <i>Pittsburgh<br/>2-Year</i> | <i>State<br/>System<br/>4-Year</i> |                                          |
| Delaware     | 3.0%                                                                                                 | 93.2%                         | 3.0%                  | 0.0%                         | 2.9%                               | 0.8%                                     |
| Bucks        | 2.9%                                                                                                 | 96.1%                         | 2.2%                  | 0.0%                         | 0.4%                               | 1.4%                                     |
| Philadelphia | 2.8%                                                                                                 | 96.6%                         | 2.3%                  | 0.0%                         | 1.0%                               | 0.1%                                     |
| Montgomery   | 2.7%                                                                                                 | 94.6%                         | 3.9%                  | 0.0%                         | 1.2%                               | 0.3%                                     |
| Chester      | 1.2%                                                                                                 | 66.5%                         | 3.8%                  | 0.0%                         | 28.7%                              | 1.0%                                     |

Source: Pennsylvania Public Institutions, U.S. Census Bureau, Pennsylvania Department of Education

## Table A2 – Northeast Region

### First-Time, Full-Time Students – Fall 2000

| County         | First-Time, Full-Time<br>Students as Proportion of<br>High School Grads 2000 | Enrollments by Sector         |                       |                              |                                    | Public 4-Year<br>(Penn, Pitt,<br>Temple) |
|----------------|------------------------------------------------------------------------------|-------------------------------|-----------------------|------------------------------|------------------------------------|------------------------------------------|
|                |                                                                              | <i>Community<br/>Colleges</i> | <i>PSU<br/>2-Year</i> | <i>Pittsburgh<br/>2-Year</i> | <i>State<br/>System<br/>4-Year</i> |                                          |
| Pike           | 51.6%                                                                        | 9.5%                          | 19.8%                 | 0.8%                         | 54.8%                              | 15.1%                                    |
| Luzerne        | 46.6%                                                                        | 49.1%                         | 19.4%                 | 0.4%                         | 20.3%                              | 10.6%                                    |
| Lehigh         | 40.6%                                                                        | 40.4%                         | 12.9%                 | 0.6%                         | 28.5%                              | 17.6%                                    |
| Northampton    | 39.6%                                                                        | 47.9%                         | 9.7%                  | 0.3%                         | 28.2%                              | 13.8%                                    |
| Berks          | 37.6%                                                                        | 33.1%                         | 16.5%                 | 0.1%                         | 36.7%                              | 13.6%                                    |
| Monroe         | 37.6%                                                                        | 25.8%                         | 15.7%                 | 0.2%                         | 43.1%                              | 15.2%                                    |
| Carbon         | 37.4%                                                                        | 43.6%                         | 16.4%                 | 0.0%                         | 35.6%                              | 4.4%                                     |
| Wayne          | 32.9%                                                                        | 7.1%                          | 34.3%                 | 1.0%                         | 46.5%                              | 11.1%                                    |
| Montour        | 32.8%                                                                        | 9.5%                          | 14.3%                 | 0.0%                         | 52.4%                              | 23.8%                                    |
| Schuylkill     | 32.4%                                                                        | 9.4%                          | 30.6%                 | 0.2%                         | 48.6%                              | 11.3%                                    |
| Columbia       | 31.8%                                                                        | 19.4%                         | 11.8%                 | 0.0%                         | 57.0%                              | 11.8%                                    |
| Northumberland | 30.6%                                                                        | 14.5%                         | 15.7%                 | 0.0%                         | 56.3%                              | 13.5%                                    |
| Wyoming        | 28.4%                                                                        | 12.9%                         | 30.1%                 | 0.0%                         | 47.3%                              | 9.7%                                     |
| Lackawanna     | 28.3%                                                                        | 7.4%                          | 35.3%                 | 0.6%                         | 39.2%                              | 17.4%                                    |
| Susquehanna    | 17.8%                                                                        | 5.1%                          | 15.3%                 | 0.0%                         | 61.2%                              | 18.4%                                    |

**Table A2 – Northeast Region (Continued)**

**Part-Time, Lower Division Undergraduates – Fall 2000**

| County         | Part-Time, Lower Division<br>Undergraduates (Fall 2000)<br>as Proportion of 25-44<br>Population 1999 | Enrollments by Sector         |                       |                              |                                    |                                                   |
|----------------|------------------------------------------------------------------------------------------------------|-------------------------------|-----------------------|------------------------------|------------------------------------|---------------------------------------------------|
|                |                                                                                                      | <i>Community<br/>Colleges</i> | <i>PSU<br/>2-Year</i> | <i>Pittsburgh<br/>2-Year</i> | <i>State<br/>System<br/>4-Year</i> | <i>Public 4-Year<br/>(Penn, Pitt,<br/>Temple)</i> |
| Luzerne        | 3.1%                                                                                                 | 91.6%                         | 7.2%                  | 0.0%                         | 1.0%                               | 0.2%                                              |
| Northampton    | 3.0%                                                                                                 | 96.8%                         | 1.3%                  | 0.0%                         | 1.7%                               | 0.3%                                              |
| Carbon         | 2.7%                                                                                                 | 92.7%                         | 4.6%                  | 0.0%                         | 2.1%                               | 0.7%                                              |
| Lehigh         | 2.4%                                                                                                 | 92.9%                         | 4.1%                  | 0.0%                         | 2.7%                               | 0.4%                                              |
| Monroe         | 2.2%                                                                                                 | 75.5%                         | 1.3%                  | 0.0%                         | 22.9%                              | 0.2%                                              |
| Berks          | 2.1%                                                                                                 | 82.9%                         | 8.8%                  | 0.0%                         | 7.9%                               | 0.4%                                              |
| Columbia       | 2.0%                                                                                                 | 60.9%                         | 2.4%                  | 0.0%                         | 35.2%                              | 1.5%                                              |
| Northumberland | 1.2%                                                                                                 | 73.2%                         | 0.7%                  | 0.0%                         | 23.2%                              | 3.0%                                              |
| Wayne          | 1.2%                                                                                                 | 79.2%                         | 17.5%                 | 0.0%                         | 3.2%                               | 0.0%                                              |
| Susquehanna    | 1.1%                                                                                                 | 91.9%                         | 5.9%                  | 0.0%                         | 1.5%                               | 0.7%                                              |
| Wyoming        | 1.1%                                                                                                 | 76.9%                         | 20.9%                 | 0.0%                         | 1.1%                               | 1.1%                                              |
| Montour        | 1.0%                                                                                                 | 38.5%                         | 0.0%                  | 0.0%                         | 59.6%                              | 1.9%                                              |
| Schuylkill     | 1.0%                                                                                                 | 50.6%                         | 40.6%                 | 0.0%                         | 5.0%                               | 3.7%                                              |
| Lackawanna     | 0.9%                                                                                                 | 47.7%                         | 48.5%                 | 0.0%                         | 2.1%                               | 1.7%                                              |
| Pike           | 0.4%                                                                                                 | 60.0%                         | 9.1%                  | 0.0%                         | 30.9%                              | 0.0%                                              |

Source: Pennsylvania Public Institutions, U.S. Census Bureau, Pennsylvania Department of Education

## Table A3 – South Central Region

### First-Time, Full-Time Students – Fall 2000

| County     | First-Time, Full-Time<br>Students as Proportion of<br>High School Grads 2000 | Enrollments by Sector |               |                      |                           | Public 4-Year<br>(Penn, Pitt,<br>Temple) |
|------------|------------------------------------------------------------------------------|-----------------------|---------------|----------------------|---------------------------|------------------------------------------|
|            |                                                                              | Community<br>Colleges | PSU<br>2-Year | Pittsburgh<br>2-Year | State<br>System<br>4-Year |                                          |
| Cumberland | 45.4%                                                                        | 38.6%                 | 7.8%          | 0.0%                 | 38.8%                     | 14.7%                                    |
| Dauphin    | 42.1%                                                                        | 52.7%                 | 6.1%          | 0.9%                 | 25.5%                     | 14.9%                                    |
| Perry      | 34.1%                                                                        | 48.1%                 | 5.3%          | 0.0%                 | 36.9%                     | 9.6%                                     |
| Lebanon    | 30.6%                                                                        | 39.1%                 | 13.1%         | 0.3%                 | 33.6%                     | 13.9%                                    |
| Lancaster  | 29.4%                                                                        | 19.8%                 | 10.5%         | 0.5%                 | 47.5%                     | 21.7%                                    |
| York       | 24.5%                                                                        | 12.1%                 | 25.7%         | 0.4%                 | 42.3%                     | 19.6%                                    |
| Adams      | 22.6%                                                                        | 25.4%                 | 18.4%         | 0.4%                 | 43.0%                     | 12.7%                                    |

### Part-Time, Lower-Division Undergraduates – Fall 2000

| County     | Part-Time, Lower-Division<br>Undergraduates (Fall 2000)<br>as Proportion of 25-44<br>Population 1999 | Enrollments by Sector |               |                      |                           | Public 4-Year<br>(Penn, Pitt,<br>Temple) |
|------------|------------------------------------------------------------------------------------------------------|-----------------------|---------------|----------------------|---------------------------|------------------------------------------|
|            |                                                                                                      | Community<br>Colleges | PSU<br>2-Year | Pittsburgh<br>2-Year | State<br>System<br>4-Year |                                          |
| Dauphin    | 2.9%                                                                                                 | 88.0%                 | 0.4%          | 0.0%                 | 0.8%                      | 10.7%                                    |
| Cumberland | 2.6%                                                                                                 | 88.4%                 | 2.1%          | 0.0%                 | 2.6%                      | 6.9%                                     |
| Lebanon    | 1.8%                                                                                                 | 88.3%                 | 2.0%          | 0.0%                 | 3.5%                      | 6.2%                                     |
| Perry      | 1.8%                                                                                                 | 90.2%                 | 0.8%          | 0.0%                 | 1.2%                      | 7.8%                                     |
| Adams      | 1.6%                                                                                                 | 81.1%                 | 15.4%         | 0.0%                 | 1.2%                      | 2.4%                                     |
| Lancaster  | 1.4%                                                                                                 | 67.2%                 | 8.4%          | 0.0%                 | 19.7%                     | 4.7%                                     |
| York       | 1.0%                                                                                                 | 40.4%                 | 52.2%         | 0.0%                 | 3.2%                      | 4.2%                                     |

Source: Pennsylvania Public Institutions, U.S. Census Bureau, Pennsylvania Department of Education

## Table A4 – Southwest Region

### First-Time, Full-Time Students – Fall 2000

| County       | First-Time, Full-Time<br>Students as Proportion of<br>High School Grads 2000 | Enrollments by Sector |               |                      |                           | Public 4-Year<br>(Penn, Pitt,<br>Temple) |
|--------------|------------------------------------------------------------------------------|-----------------------|---------------|----------------------|---------------------------|------------------------------------------|
|              |                                                                              | Community<br>Colleges | PSU<br>2-Year | Pittsburgh<br>2-Year | State<br>System<br>4-Year |                                          |
| Westmoreland | 53.9%                                                                        | 39.3%                 | 10.9%         | 0.2%                 | 23.5%                     | 26.1%                                    |
| Butler       | 52.9%                                                                        | 44.0%                 | 8.7%          | 1.2%                 | 31.8%                     | 14.3%                                    |
| Indiana      | 45.5%                                                                        | 4.4%                  | 8.5%          | 0.4%                 | 73.1%                     | 13.5%                                    |
| Beaver       | 42.9%                                                                        | 42.6%                 | 18.6%         | 1.3%                 | 24.9%                     | 12.6%                                    |
| Cambria      | 42.3%                                                                        | 14.9%                 | 16.8%         | 0.4%                 | 33.5%                     | 34.4%                                    |
| Fayette      | 40.6%                                                                        | 11.3%                 | 28.4%         | 0.0%                 | 43.5%                     | 16.8%                                    |
| Armstrong    | 40.3%                                                                        | 16.4%                 | 14.4%         | 0.0%                 | 52.0%                     | 17.2%                                    |
| Allegheny    | 40.0%                                                                        | 38.2%                 | 10.5%         | 1.2%                 | 25.0%                     | 25.1%                                    |
| Lawrence     | 31.9%                                                                        | 19.3%                 | 13.3%         | 0.0%                 | 50.4%                     | 17.0%                                    |
| Mercer       | 31.8%                                                                        | 9.2%                  | 31.3%         | 1.5%                 | 45.1%                     | 12.9%                                    |
| Washington   | 31.0%                                                                        | 12.3%                 | 12.6%         | 0.9%                 | 51.4%                     | 22.8%                                    |
| Somerset     | 23.5%                                                                        | 10.6%                 | 15.3%         | 0.0%                 | 38.1%                     | 36.0%                                    |
| Greene       | 19.1%                                                                        | 4.7%                  | 12.9%         | 0.0%                 | 60.0%                     | 22.4%                                    |

**Table A4 – Southwest Region (Continued)**

**Part-Time, Lower Division Undergraduates – Fall 2000**

| County       | Part-Time, Lower Division<br>Undergraduates (Fall 2000)<br>as Proportion of 25-44<br>Population 1999 | Enrollments by Sector         |                       |                              |                                    |                                                   |
|--------------|------------------------------------------------------------------------------------------------------|-------------------------------|-----------------------|------------------------------|------------------------------------|---------------------------------------------------|
|              |                                                                                                      | <i>Community<br/>Colleges</i> | <i>PSU<br/>2-Year</i> | <i>Pittsburgh<br/>2-Year</i> | <i>State<br/>System<br/>4-Year</i> | <i>Public 4-Year<br/>(Penn, Pitt,<br/>Temple)</i> |
| Westmoreland | 3.2%                                                                                                 | 91.2%                         | 4.1%                  | 0.0%                         | 1.3%                               | 3.4%                                              |
| Allegheny    | 2.7%                                                                                                 | 90.6%                         | 1.4%                  | 0.0%                         | 1.5%                               | 6.4%                                              |
| Butler       | 2.4%                                                                                                 | 88.7%                         | 1.6%                  | 0.0%                         | 8.1%                               | 1.5%                                              |
| Beaver       | 1.9%                                                                                                 | 92.6%                         | 3.9%                  | 0.0%                         | 1.9%                               | 1.6%                                              |
| Cambria      | 1.9%                                                                                                 | 85.0%                         | 1.9%                  | 0.0%                         | 3.0%                               | 10.2%                                             |
| Lawrence     | 1.5%                                                                                                 | 67.8%                         | 17.1%                 | 0.0%                         | 14.6%                              | 0.5%                                              |
| Armstrong    | 1.4%                                                                                                 | 72.2%                         | 12.0%                 | 0.0%                         | 14.4%                              | 1.4%                                              |
| Fayette      | 1.3%                                                                                                 | 46.8%                         | 39.2%                 | 0.0%                         | 12.1%                              | 1.9%                                              |
| Mercer       | 1.3%                                                                                                 | 28.8%                         | 57.3%                 | 0.0%                         | 13.0%                              | 0.9%                                              |
| Indiana      | 1.2%                                                                                                 | 40.8%                         | 3.1%                  | 0.0%                         | 53.1%                              | 3.1%                                              |
| Washington   | 1.2%                                                                                                 | 70.7%                         | 2.1%                  | 0.0%                         | 24.2%                              | 3.0%                                              |
| Greene       | 0.8%                                                                                                 | 74.0%                         | 7.0%                  | 0.0%                         | 16.0%                              | 3.0%                                              |
| Somerset     | 0.8%                                                                                                 | 69.1%                         | 1.7%                  | 0.0%                         | 7.9%                               | 21.3%                                             |

Source: Pennsylvania Public Institutions, U.S. Census Bureau, Pennsylvania Department of Education

# Table A5 – Northern Tier Region

## First-Time, Full-Time Students – Fall 2000

| County   | First-Time, Full-Time<br>Students as Proportion of<br>High School Grads 2000 | Enrollments by Sector         |                       |                              |                                    |                                                   |
|----------|------------------------------------------------------------------------------|-------------------------------|-----------------------|------------------------------|------------------------------------|---------------------------------------------------|
|          |                                                                              | <i>Community<br/>Colleges</i> | <i>PSU<br/>2-Year</i> | <i>Pittsburgh<br/>2-Year</i> | <i>State<br/>System<br/>4-Year</i> | <i>Public 4-Year<br/>(Penn, Pitt,<br/>Temple)</i> |
| Tioga    | 36.5%                                                                        | 0.0%                          | 7.2%                  | 2.1%                         | 84.6%                              | 6.2%                                              |
| Bradford | 27.1%                                                                        | 0.9%                          | 12.9%                 | 1.8%                         | 69.6%                              | 14.7%                                             |
| Potter   | 26.6%                                                                        | 1.6%                          | 17.7%                 | 14.5%                        | 54.8%                              | 11.3%                                             |
| Lycoming | 24.9%                                                                        | 0.0%                          | 9.3%                  | 0.6%                         | 62.7%                              | 27.5%                                             |
| Sullivan | 16.9%                                                                        | 0.0%                          | 23.1%                 | 0.0%                         | 53.8%                              | 23.1%                                             |

## Part-Time, Lower-Division Undergraduates – Fall 2000

| County   | Part-Time, Lower-Division<br>Undergraduates (Fall 2000)<br>as Proportion of 25-44<br>Population 1999 | Enrollments by Sector         |                       |                              |                                    |                                                   |
|----------|------------------------------------------------------------------------------------------------------|-------------------------------|-----------------------|------------------------------|------------------------------------|---------------------------------------------------|
|          |                                                                                                      | <i>Community<br/>Colleges</i> | <i>PSU<br/>2-Year</i> | <i>Pittsburgh<br/>2-Year</i> | <i>State<br/>System<br/>4-Year</i> | <i>Public 4-Year<br/>(Penn, Pitt,<br/>Temple)</i> |
| Sullivan | 0.8%                                                                                                 | 27.3%                         | 9.1%                  | 0.0%                         | 54.5%                              | 9.1%                                              |
| Tioga    | 0.7%                                                                                                 | 0.0%                          | 0.0%                  | 1.4%                         | 95.9%                              | 2.7%                                              |
| Bradford | 0.6%                                                                                                 | 35.2%                         | 25.0%                 | 0.0%                         | 36.1%                              | 3.7%                                              |
| Potter   | 0.5%                                                                                                 | 25.0%                         | 0.0%                  | 20.8%                        | 50.0%                              | 4.2%                                              |
| Lycoming | 0.2%                                                                                                 | 4.2%                          | 2.8%                  | 0.0%                         | 47.2%                              | 45.8%                                             |

Source: Pennsylvania Public Institutions, U.S. Census Bureau, Pennsylvania Department of Education

# Table A6 – Central Region

## First-Time, Full-Time Students – Fall 2000

| County  | First-Time, Full-Time<br>Students as Proportion of<br>High School Grads 2000 | Enrollments by Sector |               |                      |                           | Public 4-Year<br>(Penn, Pitt,<br>Temple) |
|---------|------------------------------------------------------------------------------|-----------------------|---------------|----------------------|---------------------------|------------------------------------------|
|         |                                                                              | Community<br>Colleges | PSU<br>2-Year | Pittsburgh<br>2-Year | State<br>System<br>4-Year |                                          |
| Centre  | 58.7%                                                                        | 0.5%                  | 9.2%          | 0.4%                 | 14.3%                     | 75.5%                                    |
| Union   | 33.3%                                                                        | 3.3%                  | 13.2%         | 0.0%                 | 58.2%                     | 25.3%                                    |
| Clinton | 29.8%                                                                        | 0.0%                  | 10.0%         | 0.0%                 | 78.3%                     | 11.7%                                    |
| Juniata | 29.0%                                                                        | 31.5%                 | 4.1%          | 0.0%                 | 46.6%                     | 17.8%                                    |
| Mifflin | 21.2%                                                                        | 9.9%                  | 27.5%         | 0.0%                 | 39.6%                     | 23.1%                                    |
| Snyder  | 20.9%                                                                        | 8.5%                  | 15.9%         | 0.0%                 | 62.2%                     | 13.4%                                    |

## Part-Time, Lower-Division Undergraduates – Fall 2000

| County  | Part-Time, Lower-Division<br>Undergraduates (Fall 2000)<br>as Proportion of 25-44<br>Population 1999 | Enrollments by Sector |               |                      |                           |                                          |
|---------|------------------------------------------------------------------------------------------------------|-----------------------|---------------|----------------------|---------------------------|------------------------------------------|
|         |                                                                                                      | Community<br>Colleges | PSU<br>2-Year | Pittsburgh<br>2-Year | State<br>System<br>4-Year | Public 4-Year<br>(Penn, Pitt,<br>Temple) |
| Centre  | 1.1%                                                                                                 | 1.9%                  | 1.4%          | 0.2%                 | 6.4%                      | 90.1%                                    |
| Juniata | 0.7%                                                                                                 | 87.0%                 | 2.2%          | 0.0%                 | 2.2%                      | 8.7%                                     |
| Clinton | 0.5%                                                                                                 | 1.9%                  | 0.0%          | 0.0%                 | 80.8%                     | 17.3%                                    |
| Mifflin | 0.5%                                                                                                 | 40.9%                 | 7.6%          | 0.0%                 | 1.5%                      | 50.0%                                    |
| Snyder  | 0.3%                                                                                                 | 41.4%                 | 3.4%          | 0.0%                 | 41.4%                     | 13.8%                                    |
| Union   | 0.2%                                                                                                 | 8.0%                  | 0.0%          | 0.0%                 | 80.0%                     | 12.0%                                    |

Source: Pennsylvania Public Institutions, U.S. Census Bureau, Pennsylvania Department of Education

# Table A7 – Southern Alleghenies Region

## First-Time, Full-Time Students – Fall 2000

| County     | First-Time, Full-Time<br>Students as Proportion of<br>High School Grads 2000 | Enrollments by Sector |               |                      |                           | Public 4-Year<br>(Penn, Pitt,<br>Temple) |
|------------|------------------------------------------------------------------------------|-----------------------|---------------|----------------------|---------------------------|------------------------------------------|
|            |                                                                              | Community<br>Colleges | PSU<br>2-Year | Pittsburgh<br>2-Year | State<br>System<br>4-Year |                                          |
| Blair      | 29.1%                                                                        | 0.2%                  | 61.8%         | 0.0%                 | 23.9%                     | 14.1%                                    |
| Franklin   | 26.2%                                                                        | 2.6%                  | 33.6%         | 0.3%                 | 52.4%                     | 11.1%                                    |
| Huntingdon | 21.8%                                                                        | 0.9%                  | 25.0%         | 0.0%                 | 46.3%                     | 27.8%                                    |
| Fulton     | 19.5%                                                                        | 3.1%                  | 34.4%         | 0.0%                 | 56.3%                     | 6.3%                                     |
| Bedford    | 18.3%                                                                        | 0.0%                  | 27.0%         | 0.0%                 | 40.9%                     | 32.2%                                    |

## Part-Time, Lower-Division Undergraduates – Fall 2000

| County     | Part-Time, Lower-Division<br>Undergraduates (Fall 2000)<br>as Proportion of 25-44<br>Population 1999 | Enrollments by Sector |               |                      |                           | Public 4-Year<br>(Penn, Pitt,<br>Temple) |
|------------|------------------------------------------------------------------------------------------------------|-----------------------|---------------|----------------------|---------------------------|------------------------------------------|
|            |                                                                                                      | Community<br>Colleges | PSU<br>2-Year | Pittsburgh<br>2-Year | State<br>System<br>4-Year |                                          |
| Blair      | 0.7%                                                                                                 | 5.1%                  | 87.7%         | 0.0%                 | 0.8%                      | 6.3%                                     |
| Franklin   | 0.6%                                                                                                 | 17.4%                 | 58.9%         | 0.0%                 | 18.2%                     | 5.5%                                     |
| Huntingdon | 0.6%                                                                                                 | 6.4%                  | 42.3%         | 0.0%                 | 1.3%                      | 50.0%                                    |
| Fulton     | 0.5%                                                                                                 | 0.0%                  | 80.0%         | 0.0%                 | 5.0%                      | 15.0%                                    |
| Bedford    | 0.4%                                                                                                 | 10.0%                 | 52.0%         | 0.0%                 | 10.0%                     | 28.0%                                    |

Source: Pennsylvania Public Institutions, U.S. Census Bureau, Pennsylvania Department of Education

# Table A8 – North Central Region

## First-Time, Full-Time Students – Fall 2000

| County     | First-Time, Full-Time<br>Students as Proportion of<br>High School Grads 2000 | Enrollments by Sector |               |                      |                           | Public 4-Year<br>(Penn, Pitt,<br>Temple) |
|------------|------------------------------------------------------------------------------|-----------------------|---------------|----------------------|---------------------------|------------------------------------------|
|            |                                                                              | Community<br>Colleges | PSU<br>2-Year | Pittsburgh<br>2-Year | State<br>System<br>4-Year |                                          |
| Cameron    | 67.1%                                                                        | 0.0%                  | 34.0%         | 23.4%                | 38.3%                     | 4.3%                                     |
| Jefferson  | 45.5%                                                                        | 1.3%                  | 28.3%         | 0.4%                 | 59.1%                     | 11.0%                                    |
| Elk        | 38.4%                                                                        | 0.0%                  | 26.3%         | 5.9%                 | 44.6%                     | 23.1%                                    |
| Mckean     | 36.3%                                                                        | 0.9%                  | 12.1%         | 33.6%                | 40.7%                     | 12.6%                                    |
| Clearfield | 28.2%                                                                        | 0.9%                  | 33.1%         | 1.3%                 | 49.8%                     | 14.8%                                    |

## Part-Time, Lower-Division Undergraduates – Fall 2000

| County     | Part-Time, Lower-Division Undergraduates (Fall 2000) as Proportion of 25-44 Population 1999 | Enrollments by Sector |            |                   |                     | Public 4-Year (Penn, Pitt, Temple) |
|------------|---------------------------------------------------------------------------------------------|-----------------------|------------|-------------------|---------------------|------------------------------------|
|            |                                                                                             | Community Colleges    | PSU 2-Year | Pittsburgh 2-Year | State System 4-Year |                                    |
| Elk        | 1.1%                                                                                        | 1.9%                  | 58.3%      | 27.2%             | 12.6%               | 0.0%                               |
| Cameron    | 1.0%                                                                                        | 0.0%                  | 20.0%      | 33.3%             | 46.7%               | 0.0%                               |
| Clearfield | 0.9%                                                                                        | 6.9%                  | 44.3%      | 0.0%              | 39.4%               | 9.4%                               |
| Jefferson  | 0.7%                                                                                        | 2.3%                  | 46.0%      | 0.0%              | 49.4%               | 2.3%                               |
| Mckean     | 0.5%                                                                                        | 3.2%                  | 6.3%       | 76.2%             | 9.5%                | 4.8%                               |

Source: Pennsylvania Public Institutions, U.S. Census Bureau, Pennsylvania Department of Education

# Table A9 – Northwest Region

## First-Time, Full-Time Students – Fall 2000

| County   | First-Time, Full-Time<br>Students as Proportion of<br>High School Grads 2000 | Enrollments by Sector         |                       |                              |                                    |                                                   |
|----------|------------------------------------------------------------------------------|-------------------------------|-----------------------|------------------------------|------------------------------------|---------------------------------------------------|
|          |                                                                              | <i>Community<br/>Colleges</i> | <i>PSU<br/>2-Year</i> | <i>Pittsburgh<br/>2-Year</i> | <i>State<br/>System<br/>4-Year</i> | <i>Public 4-Year<br/>(Penn, Pitt,<br/>Temple)</i> |
| Forest   | 47.1%                                                                        | 4.2%                          | 25.0%                 | 8.3%                         | 54.2%                              | 8.3%                                              |
| Crawford | 40.5%                                                                        | 1.1%                          | 18.4%                 | 7.9%                         | 59.6%                              | 13.0%                                             |
| Clarion  | 39.3%                                                                        | 7.9%                          | 6.0%                  | 2.3%                         | 71.6%                              | 12.1%                                             |
| Erie     | 34.8%                                                                        | 0.4%                          | 29.4%                 | 1.5%                         | 54.1%                              | 14.6%                                             |
| Warren   | 31.2%                                                                        | 0.6%                          | 19.9%                 | 9.0%                         | 64.7%                              | 5.8%                                              |
| Venango  | 30.2%                                                                        | 2.7%                          | 9.0%                  | 9.9%                         | 68.9%                              | 9.5%                                              |

## Part-Time, Lower-Division Undergraduates – Fall 2000

| County   | Part-Time, Lower-Division<br>Undergraduates (Fall 2000)<br>as Proportion of 25-44<br>Population 1999 | Enrollments by Sector         |                       |                              |                                    |                                                   |
|----------|------------------------------------------------------------------------------------------------------|-------------------------------|-----------------------|------------------------------|------------------------------------|---------------------------------------------------|
|          |                                                                                                      | <i>Community<br/>Colleges</i> | <i>PSU<br/>2-Year</i> | <i>Pittsburgh<br/>2-Year</i> | <i>State<br/>System<br/>4-Year</i> | <i>Public 4-Year<br/>(Penn, Pitt,<br/>Temple)</i> |
| Clarion  | 1.1%                                                                                                 | 34.5%                         | 3.4%                  | 0.0%                         | 61.2%                              | 0.9%                                              |
| Forest   | 0.8%                                                                                                 | 11.1%                         | 0.0%                  | 0.0%                         | 88.9%                              | 0.0%                                              |
| Venango  | 0.7%                                                                                                 | 4.1%                          | 4.1%                  | 9.9%                         | 81.0%                              | 0.8%                                              |
| Crawford | 0.6%                                                                                                 | 5.6%                          | 10.6%                 | 17.6%                        | 66.2%                              | 0.0%                                              |
| Erie     | 0.6%                                                                                                 | 5.3%                          | 38.6%                 | 0.2%                         | 54.4%                              | 1.4%                                              |
| Warren   | 0.3%                                                                                                 | 2.5%                          | 15.0%                 | 27.5%                        | 47.5%                              | 7.5%                                              |

Source: Pennsylvania Public Institutions, U.S. Census Bureau, Pennsylvania Department of Education



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